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ABSTRACT

The Committee on Labor and Human Resources examined the need for more qualified teachers in America's classrooms. Senators Bingaman and Jeffords made opening statements regarding the importance of the issue, then Margot Schenet, a specialist in social legislation with the Congressional Research Service, discussed the need for program quality in postsecondary schools and the role of the federal government. Her statement addressed institutional eligibility for student aid under the Higher Education Act. Statements from Kati Haycock, Director of the Education Trust; Terry Hartle, Senior Vice President of the American Council on Education; Arthur Wise, President of the National Council for Accreditation of Teacher Education; and Donald Warren, Dean, School of Education, Indiana University followed. They addressed the importance of teacher quality and competency in providing optimal education to diverse students. An opening statement by Senator DeWine discussed the crisis in teacher education in the U.S., examining NCATE accreditation. Statements from Thomas Payzant, Superintendent of the Boston Public Schools, and Nancy Grasmick, State Superintendent of the Maryland State Department of Education, follow. Payzant discussed the type of training teachers need to succeed in Boston's public schools. Grasmick discussed teacher education initiatives and reforms in Maryland. Prepared statements by Senators Bill Frist and Edward Kennedy supported the statements of the previous speakers. A prepared statement of the National Education Association made recommendations for achieving the goal of improved educational quality. (SM)

SP

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BETTER TEACHERS FOR TODAY'S CLASSROOM: HOW TO MAKE IT HAPPEN

ED 424 213

HEARING

OF THE

COMMITTEE ON LABOR AND HUMAN RESOURCES UNITED STATES SENATE

ONE HUNDRED FIFTH CONGRESS

SECOND SESSION

ON

EXAMINING PROPOSALS TO PROVIDE MORE QUALIFIED TEACHERS IN THE AMERICAN CLASSROOM, FOCUSING ON CERTAIN PROVISIONS OF THE PROPOSED HIGHER EDUCATION AMENDMENTS OF 1998 (S. 1882 AND H.R. 6) AFFECTING INSTITUTIONAL ELIGIBILITY FOR STUDENT AID UNDER TITLE IV OF THE HIGHER EDUCATION ACT

MAY 7, 1998

Printed for the use of the Committee on Labor and Human Resources

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BETTER TEACHERS FOR TODAY'S CLASSROOM: HOW TO MAKE IT HAPPEN

THURSDAY, MAY 7, 1998

U.S. SENATE,
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The committee met, pursuant to notice, at 10:16 a.m., in room SD–430, Dirksen Senate Office Building, Senator Jeffords (chairman of the committee) presiding.

Present: Senators Jeffords, DeWine, and Bingaman.

The CHAIRMAN. The hearing will come to order.

If the Senator from New Mexico does not mind, I would be happy to allow him to make his statement at this time.

Senator BINGAMAN. That is great, Mr. Chairman.

The CHAIRMAN. But first, I want to commend you for raising the issue which we are discussing here today. In the scope of things, teacher preparation is probably the most critical issue we face in education. Nothing is going to improve until we see changes in the classroom. We need to meet the goals that we have set for ourselves, and you have touched upon a very, very important aspect of the goals, so please proceed.

OPENING STATEMENT OF SENATOR BINGAMAN

Senator BINGAMAN. Thank you very much, Mr. Chairman, and thank you for the speed with which you and your staff have organized the hearing. I think it is extremely important that we are able to do this before we take action on the Higher Education Act which will be on the floor very soon, I understand.

The CHAIRMAN. I expect we may be up as soon as this next Friday.

Senator BINGAMAN. Well, I hope that we can learn some things at this hearing that will help us to settle on a proposal or a procedure that we can get good bipartisan support for in this area as well.

This bill which was reported out of committee with your leadership has a number of incentives in it for States to streamline and strengthen the ways in which they license and place teachers, and I think those are very strong provisions, and I support them. There is one matter of unfinished business, and it is the subject of this hearing today. That is, when parents are asked, as they were in March of 1998 in a poll commissioned by Newsweek, what concerns them most about their children's education, the number one re-

sponse is the quality of the teachers. That is an understandable concern.

Teaching is our largest profession. We have 3 million people employed in the profession, and to maintain and even increase the supply of teachers, teacher preparation programs need to generate thousands of teaching candidates each year. This is a major concern in the Federal Government. We are supporting students in these programs to the tune of $1.8 billion in student loans. The quality of some programs, in my view, warrants questioning the expenditure of some of those funds. How is it that some universities condone a rate of about 40 percent of their teacher education students passing licensing exams? How do I as a Senator explain to my constituents that their tax dollars are going to support institutions that are failing to adequately prepare the students of those institutions to meet the requirements that the States impose? I think we should reiterate, and probably will at several points in the hearing today, that we are talking here not about Federally-imposed requirements, but about State-imposed requirements.

The proposed amendment that I have made to the Higher Education Act requires some accountability on the part of education schools and the universities that house those schools. That amendment, which I offered at the markup, requires that within a 4-year period, at least 75 percent of the teaching candidates graduating from schools pass State licensing examinations or that those schools be accredited by a recognized professional standards board in order to continue after that 4-year period to access funds under Title IV.

Since the markup, we have consulted with a number of respected scholars, policymakers, legislators and constituents, and I would suggest that we make some changes in that amendment, and let me just briefly cite what I think some of those are.

The amendment that I offered required that passing rates for test-takers be based on the first attempt to take the test. I think that that is not proper. I think that clearly, if a candidate in taking this exam wants to take the test several times and is able to pass after additional attempts, that should be permitted and should count toward the number of qualified teachers that they are training.

Also, I think we should add a section on reporting—that has been suggested by many—so that States may collect the information needed by potential teachers to make informed decisions about enrollment in these teacher preparation programs. As far as I can tell, there is universal agreement that we have inadequate reporting going on at the present time.

A third item is that States should be encouraged to substitute current licensing procedures with demonstrably more rigorous assessments. We would not want to have anything in this provision that discouraged States from improving their assessment tools, so perhaps we need to make some accommodation for that.

So, to neutralize a couple of the misconceptions, let me just briefly State some of the things that the amendment does not do. It does not say that all graduates of teacher preparation programs would have to pass State licensing exams; it sets the figure at 75 percent, which seemed to me to be a reasonable figure, but we can

certainly debate that and hear testimony on whether that is the right number.

Second, the amendment does not set a new legal precedent. There exist in the Higher Education Act other cases in which the Federal Government is proposing to withhold funds for purposes of increasing accountability.

Third, the amendment does not say that the pass rate or accreditation measures must be met immediately. As I mentioned, the education schools would have 4 years in which to meet whatever criteria we put in this amendment. And the amendment does not mean that students would lose their loans; loans would be continued at any program that meets the standards set out in the proposed amendment.

And finally, the amendment does not establish a national licensing exam or board. Each education school's pass rate would be based on their own State's licensing requirements—no single accreditation board is endorsed in the amendment.

So again, Mr. Chairman, I congratulate you for your focus on this issue. I think it is a very important issue. Clearly, our ultimate focus is the children who are served by the graduates of the education schools, and in order to serve the children of those graduates of the education schools, we need to be sure the education schools are held accountable for producing quality teachers for every classroom, and I think we have an historic opportunity to move in that direction with some proposal along the lines of the amendment that I offered at the markup.

Thank you very much.

OPENING STATEMENT OF SENATOR JEFFORDS

The CHAIRMAN. Thank you, Senator. I want to commend you for raising this issue, the issue of proficiency of our teachers colleges and providing the necessary skills to help our Nation reach our national education goals. We sit together on the Goals 2000 Panel, and I will say it has been a most discouraging job. We have been there for a number of years now, and to get a report each year which says that not much has happened is, needless to say, less than encouraging.

It has been 15 years since the national crisis in education was raised by the "A Nation at Risk" report. This was back in the Reagan administration, with Secretary Bell running the study. The admonition was given in these terse words—again, this is from the Reagan administration: "If a foreign government had imposed on us our educational system, we would have declared it an act of war."

That was supposed to wake everybody up and excite everybody, and all sorts of wonderful things were supposed to happen. As a result of that, Goals 2000 was set into law, but not until 1994. These goals are that by the year 2000, 1) all children in America will start school ready to learn; 2) the high school graduation rate will increase to at least 90 percent; 3) all students will leave grades 4, 8, and 12 having demonstrated competency over challenging subject matter; 4) the Nation's teaching force will have access to programs for the continued improvement of their professional skills—that is one that I want to concentrate on; 5) United States students

will be first in the world in math and science achievement; 6) every adult will be literate and will possess the knowledge and skills necessary to compete in the global economy and exercise the rights and responsibilities of citizenship; 7) every school in the United States will be free of drugs and violence, and 8) every school will promote partnerships that will increase parental involvement.

Well, little has changed from 1983. There is some improvement in science but little in math. Children are coming to school slightly more prepared to learn, but this is primarily in the health area. It is obvious that nothing is going to change unless it changes in the classroom, and nothing will change in the classroom until the teachers change, and the teachers cannot be expected to change until they have help in knowing what is expected of them. I think that is where we have failed the most egregiously.

In the most recent Goals 2000 report issued last November, we learned that more than 40 States have had no change in the percentage of teachers who reported they held a degree or held a teaching certificate in their main teaching assignment. In 33 States, no change was reported in the proportion of beginning public school teachers who participated in a formal teacher induction process.

Dindo Rivera, who travels around the country for IBM raising this issue, likes to explain it this way: If you were an office worker and had fallen asleep for 20 years, as Rip Van Winkle did, and then walked into a modern office, you would go into catatonic shock trying to do anything, from answering the telephone to typing a letter. However, if you were a school teacher, when you walked back into the classroom after your slumber, you would feel right at home in your subjects. Unfortunately, I think that that is all too true.

Some changes are occurring. The concept of social promotion initiated in the sixties is being challenged but is creating serious problems for schools requiring remedial help. Literacy programs are beginning to be initiated to stop or reduce the inflow of poor or nonreaders. But as to the crisis of math and science and other critical subjects, we have seen little in the way of results that could encourage us.

The Senator's suggested amendment has raised a very important issue, and he has appropriately put his finger on the most important cause of the crisis, and we are here today to examine this issue. He is correct in pointing a finger at the colleges of education. They need to change. They must ensure that graduates are capable of facing today's challenges, not yesteryear's. But they are unlikely to change unless the universities that host them pay attention to them.

The evidence we will hear today will demonstrate the current State of affairs. The schools of education are treated as stepchildren. In most cases, the degrees issued are not enough to increase their capacity to teach updated courses, and these updated courses are sorely needed.

We must focus attention on this issue. We first must modify our National Education Goals 2000 to highlight the need for qualified teachers in the classroom. We should also call together the universities to challenge them to take immediate action to remedy this crisis. We must enlist teachers and teachers unions to insist that

they too help out, and we must do all we can to give them the necessary help so that our schools meet our National Education Goals.

This is not blaming the teachers; it is pointing out that the teachers need our help. We need to embrace them, and we need to assist them and insist that, as leaders, they adopt the proper techniques to get the skills they need.

The higher education bill before us does make strides in this direction, but it is not enough. Next year, we will be taking up the reauthorization of the Elementary and Secondary Education Act and the reauthorization of Goals 2000. In the interim, we must raise awareness of the problem and the need to change.

The number of teachers is not as important as the quality of teachers. On the Federal level, we must focus on promoting and ensuring quality. We do not necessarily need millions of new teachers—what we need is millions of good teachers.

The Hunt Commission report, "What Matters Most: Teaching for America's Future," says the Nation should set a goal of certifying 100,000 teachers in this decade for national board certification—one for every school in the United States. What we need, and what matters most, is that the 100,000 new teachers certified, yes, are good teachers, and that every teacher in every classroom is a good teacher.

The need for good teachers has been recognized. The "What Matters Most" report has set a goal of providing 100,000 nationally accredited teachers, but their goal is too far off into the next century. Their goal would provide one teacher for every school. We need one for every classroom, and most certainly, every new teacher graduating must be trained to be a good teacher.

Every teachers college must meet the challenge, and every present teacher must be given the training to be a good teacher. The present bill takes a large step in that latter direction.

Again, I praise the Senator from New Mexico for raising this issue, and I assure him that improving teacher preparation will continue to be a top priority of mine as well. I deeply appreciate his commitment to improving teacher training. We will have to examine this issue closely, and as the Leader told me this morning, we may mark up the higher education bill a week from tomorrow. I pledge to work with you to try to focus attention on this issue.

Senator BINGAMAN. Great. Thank you.

The CHAIRMAN. Our first witness is Margot Schenet, who is a specialist in social legislation for the Congressional Research Service. I deeply appreciate your coming on somewhat short notice, but this issue is extremely important, as you know, and we look forward to your testimony.

STATEMENT OF MARGOT A. SCHENET, SPECIALIST IN SOCIAL LEGISLATION, CONGRESSIONAL RESEARCH SERVICE, WASHINGTON, DC

Ms. SCHENET. Thank you, Mr. Chairman.

I was asked to come today to summarize a CRS report I wrote on institutional eligibility under Title IV of the Higher Education Act.

As you know, Title IV provides aid to students who make their own choices among a diverse array of postsecondary schools. Some

of these schools may not provide an adequate education, and students do not always make the right choices. Title IV institutional eligibility requirements concerning program quality, student consumer protection and institutional viability are designed to deal with these potentially adverse consequences.

To be eligible for Title IV, institutions must meet the following basic criteria: admit only students who have a high school diploma or are beyond the age of compulsory school attendance; be legally authorized to operate by the State in which they are located; be accredited by an agency recognized for that purpose by the Secretary of Education, and be certified by Education according to statutory criteria. These last three form the triad—State authorization, private accreditation and Federal certification.

Two institutional criteria apply only to schools wishing to participate in the loan programs. First, foreign institutions and foreign medical schools in particular are eligible only if they meet special quality standards, including for the medical schools a 60 percent pass rate on certain exams.

Second, to continue participating in the loan programs, eligible institutions must not have a pattern of high student loan cohort default rates. Research has shown that most defaulters are either dropouts or graduates unable to find jobs. The default rate provision holds schools responsible for these circumstances of their former students. There is a waiver for exceptional mitigating circumstances that exempts schools that have high graduation or job placement rates even though they serve students at risk of default.

All of these definitional criteria apply to entire institutions and not to the specific programs that they offer, with the exception of short programs of 3 to less than 6 months. These programs are generally eligible only if they require an undergraduate degree for admission. Otherwise, to participate in the loan programs only, they must satisfy special program quality standards that include 70 percent school completion and job placement rates.

I want to turn now to the three components of the triad. The State role in the triad per se is to provide legal authority to operate. States vary widely, however, in the extent to which they exercise any oversight of postsecondary institutions or their programs. The 1992 Amendments attempted to strengthen the State triad role indirectly by providing an early warning system of problem schools and paying States to help the Federal Government review them. These were the State Postsecondary Review Entities, or SPREs.

SPRE review standards were to include such things as graduate pass rates on professional licensure exams. SPREs generated controversy from the time they were first authorized, and much of the higher ed community opposed them as representing an unwarranted intrusion on their independence and academic freedom. They have not been funded since 1995, and S. 1182 repeals their authorization.

Accreditation, the second component of the triad, is designed to promote academic quality while protecting institutional autonomy and academic freedom. Accrediting agencies are private organizations that review member institutions based on self-developed quality standards. There are currently six regional associations with

commissions that accredit most colleges and universities as well as a number of national accreditors for specialized schools of various kinds and many programmatic accreditors.

Since 1952, the Federal Government has had authority to recognize accrediting agencies as reliable authorities as to the quality of education offered. Education recognizes both institutional and programmatic accreditors, and schools may be accredited by many of these agencies. However, for Title IV purposes, only certain accrediting agencies are recognized, and schools have got to select one of these institutional accreditors. Only those programmatic accreditors that also accredit free standing schools are included.

There has been longstanding debate over the extent to which the Federal Government can rely on accreditation to provide some assurance of quality. Over the years, accreditors have wanted the legitimacy that Federal recognition confers but have resisted Federal efforts to direct their activities and reviews. Since 1992, institutional creditors, to be recognized by the Department, must have standards for student outcomes.

As a final component of the triad, the Department certifies that institutions meet certain financial and administrative requirements. Institutions are also required to provide certain kinds of consumer information to students, including graduation rates and, for some schools, placement statistics.

In summary, Title IV institutional eligibility requirements recognize the need for some assurance of program quality as well as student consumer information, but in general, with some fairly narrow exceptions that I have mentioned—short programs, the pass rate for foreign medical graduates—the Federal Government has relied on the other components of the triad—the accreditors and States—to develop quality standards for institutions and assess student outcomes at the institutional level.

I would be happy to answer any questions you may have.

[The prepared statement of Ms. Schenet follows:]

PREPARED STATEMENT OF MARGOT A. SCHENET

ABSTRACT

The Higher Education Act (HEA), being considered for reauthorization in the 105th Congress, includes institutional eligibility provisions for postsecondary schools participating in federal student aid programs. These requirements include accreditation, state authorization, and certification by the U.S. Department of Education (ED), as well as rules concerning student loan defaults and participation in the federal direct and guaranteed student loan programs. This report describes current HEA institutional eligibility provisions and issues in reauthorization. It will be updated periodically. For the most current information on HEA reauthorization legislation, see *The Higher Education Act: Reauthorization in the 105th Congress*, CES Issue Brief 98004, by James Stedman and Wayne Riddle. Updated regularly.

INSTITUTIONAL ELIGIBILITY FOR STUDENT AID UNDER THE HIGHER EDUCATION ACT: BACKGROUND AND ISSUES

Summary

Both House and Senate authorizing committees have marked up Higher Education Act (HEA) reauthorization bills, H.R. 6 and S. 1882 respectively, that include some changes to institutional eligibility provisions. Both bills include the participation rate index (protecting schools with few borrowers) as an exemption from cohort default rate rules for participation in the student loan programs, and revise the exemption for Historically Black Colleges and Universities and tribal colleges. H.R. 6 extends the cohort default rules to participation in the Pell Grant program as well, and modi-

fies the treatment of revenues under the "85-15" rule. Both bills repeal State Postsecondary Review Entities, extend certification for up to 6 years, and establish demonstration programs for distance learning.

Title IV of the Higher Education Act (HEA), being considered for reauthorization during the 105th Congress, establishes institutional eligibility requirements for postsecondary schools participating in federal student aid programs. In order for students attending a school to receive federal Title IV aid, the school must be accredited, legally authorized by the state in which it is located, and be certified by the U.S. Department of Education (ED), as well as signing program participation agreements with ED for each of the Title IV programs. Questions likely to be raised about institutional eligibility during HEA reauthorization include: Should the institutional eligibility provisions continue to be applied to all sectors or should distinctions be made based on whether institutions are public, private non-profit, or proprietary (private, for profit)? Should educational outcomes or other measures of prograin quality be used to determine eligibility or to differentiate among institutions in the application of regulations? Should the roles that different components of the triad (accreditors, states, federal government) play be more clearly differentiated, or changed?

All of the approximately 7,000 institutions participating in at least one of the Title IV HEA student aid programs have met the criteria used to define institutions for purposes of Title IV; the definitions themselves are one of the ways used to screen out schools with certain characteristics associated with fraud and abuse, without denying eligibility to sound institutions. One of the most controversial criteria is the requirement that proprietary (for profit) schools must have at least 15 percent of their revenue from non-Title IV sources. Other institutional criteria likely to be reconsidered during reauthorization include the rule limiting participation in the student loan programs of institutions with high student low default rates.

Part H of Title IV spells out the roles and responsibilities for the various components of the triad. Controversy has surrounded implementation of many of the provisions in Part H concerning the state role, accreditation criteria, and ED certification, and some of these provisions will be reexamined during reauthorization. At the same time that implementation of institutional oversight provisions are reviewed, it is likely that attention will also be given to proposals for regulatory relief.

Institutional Eligibility For Student Aid Under the Higher Education Act: Background and Issues

Legislative Action

The House Committee on Education and the Workforce marked up a Higher Education Act (HEA) reauthorization bill (H.R. 6) on March 19, 1998. Included are provisions affecting institutional eligibility for student aid under title IV. The bill moves all institutional eligibility provisions into a new title I of the Act, but retains the distinction between institutional definition for purposes of non title IV programs and those for title IV. H.R. 6 includes several provisions modifying cohort default rate rules. A definition of exceptional mitigating circumstances that exempts institutions from the default cut-off is added to the statute; this definition is less stringent than definitions currently established by the Secretary of Education (ED) in regulations. In addition, schools with a participation rate index of. 0375 or less as currently defined in regulations are exempt from the rules (the index allows schools with few borrowers to have higher default rates). Historically Black Colleges and Universities (HBCU's) and tribal colleges are only exempt for one additional year (July 1, 1999), after which such schools with high rates that demonstrate progress in reducing them below 25 percent may, at ED's discretion, remain eligible for a further 2 years. H.R. 6 also extends the cohort default rules to participation in the Pell Grant program. Current ED regulations on the "85-15" rule are superseded by a provision which allows revenues from non title IV eligible education and training programs to be included in the calculation. Finally, the House bill extends certification for up to 6 years, repeals provisions for State Postsecondary Review Entities (SPREs), and eliminates the requirement for accreditors to do unannounced site visits.

In recognition of the issues raised by new distance learning programs and institutions, H.R. 6 establishes authority for ED to conduct distance learning demonstration programs and waive institutional and student eligibility requirements that might prevent such demonstrations. The bill also provides for a continued Quality Assurance and regulatory simplification program, but clarifies that the experimental sites authority applies only to quality assurance and does not allow ED to waive any statutory requirements.

The Senate bill (S. 1882) makes fewer changes to institutional eligibility requirements. Like H.R. 6 it does exempt schools with low participation rate indices from the cohort default rules; unlike the House bill, it extends the HBCU and tribal college exemption indefinitely, but gives ED discretion to eliminate their eligibility if the schools that exceed default limits do not file a default management plan and show improvement. In addition, the Senate bill requires schools that file cohort default rate appeals to provide ED financial guarantees to ED for any federal student aid they receive during the pendency of the appeal. S. 1882 did not extend the cohort default rules to Pell Grant program participation. The Senate bill also repeals SPREs, extend certification for up to 6 years, and eliminates the requirement for unannounced accreditation site visits. In addition, S. 1882 also clarifies that change of ownership and other financial responsibility provisions related to "owners "apply only to proprietary schools. The Senate bill also revises refund policy requirements to make it clear that schools are not required to take attendance and that students are responsible for following the school's established withdrawal procedures.

S. 1882 revises the Quality Assurance program to apply more broadly to improvements in the delivery system, including waivers of regulations concerning reporting as well as verification requirements. Unlike the House bill, the Senate bill would permit ED to select additional experimental sites and allow waivers of statutory requirements, but only after the department reports on the results of the current sites, and her consulting with the authorizing committees on any new sites. With respect to distance learning, the Senate bill initially authorizes only 5 demonstrations for degree granting institutions, with the possibility of expansion after evaluation of the first 5 demonstrations.

Overview

Tille IV of the HEA authorizes programs that provide over $35 billion in student financial aid for attendance at a variety of postsecondary education institutions. These institutions include public and private, non-profit colleges and universities, community colleges, and trade and technical schools, most of which are proprietary (private, for profit) schools offering programs of vocational or occupational training lasting less than 2 years. In order for students attending a school to receive federal Title IV assistance, the school must:

- Be accredited by an agency recognized for that purpose by the Secretary of Education (ED),
- Be licensed or otherwise legally authorized to provide postsecondary education in the state in which it is located, and
- Be deemed eligible and certified to participate in federal student aid programs by ED.

In addition to this triad structure for institutional eligibility, schools must sign program participation agreements with ED for each of the Title IV programs. Of the three components of the triad—accreditation, state licensing, and eligibility and certification - the first two developed independently to serve purposes related to quality assurance and consumer protection, but not necessarily from a federal perspective. To avoid activating fears about federal interference in educational decision-making, the federal government, and ED specifically, relied on accrediting agencies and state licensing to determine standards of program quality. The federal government, through ED, the third arm of the triad, focused on protecting the administrative and fiscal integrity of its funding programs.

In the 1992 reauthorization of the HEA, a central goal was to reform this regulatory structure in order to deal with reported problems of fraud and abuse. Growing default costs in the guaranteed student loan program, as well as media and other reports of exploitation of the student aid programs especially by proprietary trade schools focused attention on how to improve the triad structure used to approve schools for program participation. The Higher Education Amendments of 1992 (P.L. 102-325) made numerous changes to the HEA to strengthen program integrity, including revision of the definitions of eligible institutions and provisions to reform the process by which institutions become eligible to participate in Title IV student aid programs. Instead of singling out the proprietary school sector for special screening and oversight, the amendments reformed the institutional eligibility rules for all postsecondary institutions.[1] In doing so, provisions had to be crafted to deal with all institutions, regardless of the diversity within the higher education community.

The HEA is being considered for reauthorization during the 105th Congress. In reviewing the provisions regarding institutional eligibility under Title IV, and especially many of the changes made to enhance program integrity in 1992, the follow-

[1] Although they were designed to have the greatest impact on the proprietary school sector.

ing general questions provide the focus to the discussion of specific issues that may be included in the legislative debate: Should the institutional eligibility provisions continue to be applied to all sectors or should distinctions be made based on whether institutions are public, private non-profit, or proprietary? Should educational outcomes or other measures of program quality be used to determine eligibility or to differentiate among institutions in the application of regulations? Should the roles that different components of the triad (accreditors, states, federal government) play be more clearly differentiated, or changed?

This report describes current HEA provisions that affect institutional eligibility for participation in Title IV student aid programs and discusses specific issues that are likely to arise as the HEA comes up for reauthorization in the 105th Congress.

Definitions

Currently, approximately 7,000 institutions are eligible and participate in at least one of the Title IV HEA student aid programs. Of these, about 42 percent are proprietary schools, with the rest equally divided between public and private non-profit colleges and universities.[2] All of these institutions have met the criteria used to define institutions for purposes of Title IV of the HEA; the definitions themselves are one of the ways used to screen out schools with certain characteristics associated with fraud and abuse, without denying eligibility to sound institutions.

Institutions

Section 481 of the HEA defines institutions for purposes of student aid eligibility; this Section incorporates the definition of an institution of higher education found in Section 1201(a) that applies to non-Title IV HEA programs, and broadens the definitions to include other institutions as well.[3] Characteristics included in the definitions sometimes differ depending on whether the institutions are degree-granting, and whether they are proprietary (for-profit). All schools regardless of type of control or nature of program must meet the following basic criteria: admit students who have a high school diploma or equivalent or are beyond the age of compulsory school attendance; be accredited by an agency recognized for that purpose by the Secretary of Education (ED); be legally authorized to operate by the state in which the school is located; be certified by ED according to criteria in subpart 3 of Part H of Title IV of the HEA. These definitional criteria basically set up the triad referred to above. Several more specific criteria, clearly directed at controlling fraud and abuse, also apply to all institutions: they must not have filed for bankruptcy; and the institution, owner, or chief executive officer cannot have been convicted or pled guilty to a crime involving Title IV funds or found guilty of fraud in the use of such funds. In addition, schools where more than 25 percent of the students are incarcerated are excluded, although the Secretary may waive this prohibition for nonprofit degree granting institutions.

Other definitional criteria apply only to certain types of schools. Public or private nonprofit postsecondary vocational schools (non degree-granting), and all proprietary schools must have been in existence for at least 2 years. Non degree granting schools must not enroll more than 50 percent of students who do not have a high school diploma or its equivalent, although the Secretary may waive this requirement for nonprofit institutions. Finally, proprietary schools must receive at least 15 percent of their revenues from non-Title IV sources (the "85-15" rule). All of these special criteria were included to remedy perceived problems relating to these characteristics, particularly in the proprietary sector. For example, the 2 year rule is to help prevent "fly-by-night" institutions from opening up just to get federal student aid, while the "85-15" rule is to insure that schools can attract some customers (i.e., students) who pay their own way.

The "85-15" Rule. The "85-15" rule has generated considerable controversy. Several ultimately unsuccessful court challenges were brought by the Career College Association (representing proprietary schools) and ED's regulations implementing the provision were delayed by language in appropriations statutes.[4] There continue to be disputes over what should be included in the numerator (all Title IV aid received by students at a school or just the portion used for tuition and fees) and in the denominator (only revenues from courses eligible for Title IV aid or revenues from other similar contract training or related businesses). Final regulations imple-

[2] This estimate is based on recent institutional numbers for the student loan programs. Exact numbers are difficult to determine because of the lack of a unified database on institutional participation.

[3] Section 1201(a) covert traditional degree-granting public and private, non-profit colleges and universities, and public 1-year vocational schools that are accredited and state authorized.

[4] For a description of some of the objections, see Education Daily, June 20, 1994, and July 21, 1994.

menting the rule went into effect July, 1995 for the following fiscal year; schools are supposed to document meeting the criterion in their annual audit. At this point, the rule appears to have had little impact; as of July, 1996, only four schools reported failure to meet the rule, although a significant percentage did not document their compliance.[5] Given the delays in implementation, it may be that schools likely to have been affected were able to increase their non Title IV revenue sufficiently to meet the rule. A recent GAO report has suggested that reliance on federal aid would have to be restricted to a much lower percentage than 85 percent before significant differences in school default rates or program quality could be seen.[6]

Loan Program Institutional Criteria. Two institutional definitions/criteria apply only to institutions participating in the guaranteed student loan programs authorized by Part B of Title IV (the Federal Family Education Loan Programs).[7] Foreign institutions, and foreign medical schools in particular are included as eligible for participation in the Part B loan programs only. Eligible foreign schools generally must be comparable to those defined in Section 1201(a) and specifically approved by the Secretary for participation. Foreign medical schools must meet other specific criteria: at least 60 percent of those enrolled and those graduating in the previous year must not be U.S. citizens; at least 60 percent of the students and graduates must pass the examinations administered by the Educational Commission for Foreign Medical Graduates, or have a clinical training program approved by a state as of January 1, 1992. An advisory panel of medical experts advises the Secretary on the accreditation standards under which foreign medical schools operate and whether they are comparable to those in the U.S. These provisions were adopted or enhanced in 1992 because of concerns about poor quality training in foreign medical schools for which the students received guaranteed student loans. On the one hand, these concerns continue to exist; on the other hand, some of the foreign schools have protested the new requirements as unnecessarily stringent.[8]

Schools participating in the student loan programs must meet an additional criterion which was originally established in 1989 reconciliation legislation in an effort to reduce student loan costs. Part B, Section 435 provides that institutions with a pattern of high student loan **cohort default rates** (see definition below) are no longer eligible to participate in FFEL programs. Research had shown that most defaulters were dropouts and students unable to find jobs; the cohort default rate provision holds schools responsible for these circumstances of their former students. Currently, institutions with cohort default rates of 25 percent or more for each of the most recent 3 fiscal years are ineligible to participate in the FFEL programs for the remainder of the fiscal year through the 2 following fiscal years. FY 1995 cohort default rates for institutions were made available publicly by ED in November, 1997; schools are provided with the opportunity to review the rates before they are published. Historically Black Colleges and Universities (HBCUs) and tribally controlled community colleges are exempt from this restriction on eligibility through July 1, 1998.[9]

An institution's cohort default rate is the number of borrowers last attending that institution entering repayment in a given fiscal year who default by the end of the succeeding fiscal year divided by the total number of those borrowers entering repayment in the given year. For schools with fewer than 30 borrowers entering repayment, the default rate is aggregated over the most recent 3 year period. In addition, the Secretary may waive the provision if there are "exceptional mitigating circumstances" or if the institution demonstrates that the default rate calculation was inaccurate. Exceptional circumstances include schools that have a small percentage (as opposed to number) of borrowers. The regulations define a participation rate

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[5] Originally, the Career College Association had claimed that between 30-75 percent of their schools could not meet the test. For a discussion of implementation, see U.S. Department of Education, Office of the Inspector General, *Subsequent Review to Follow Up Review of Selected Gatekeeping Operations*, ACN: 11-60004, June 7, 1996.

[6] U.S. General Accounting Office. *Proprietary Schools: Poor Student Outcomes at Schools that Rely More on Student Aid.* / Washington, 1997.

[7] For further reading, see *The Federal Family Education Loan Programs*. CRS Report 94-810, by Margot A. Schenet. The cohort default rate rule has been applied by regulation to the schools participating in the new Federal Direct Loan Program, also authorized under Title IV, Part D. For further information, see: *The Federal Direct Student Loan Program*. CRS Report 96-110, by Margot A. Schenet.

[8] See: U.S. General Accounting Office. *Student Loans: Millions Loaned Inappropriately to U.S. Nationals at Foreign Medical Schools*. GAO/HEHS-94-28, January 1994, and U.S. Department of Education, Office of the Inspector General. *Semiannual Report to Congress*. No. 34, October 1, 1996-March 31, 1997, p. 3.

[9] According to a recent GAO report, up to 40 percent of HBCUs would no longer be eligible to participate if the exemption were removed. See: U.S. General Accounting Office. *Student Loans: Default Rates at HBCUs*. GAO/HEHS-97-33. January 1997.

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index that allows schools where 15 percent or fewer of its students borrow to meet or exceed the 25 percent cap and remain eligible.[10]

Cohort default rates vary by institutional sector, with proprietary school rates more than twice those of traditional 4 year institutions. It is clear that this rule has had an impact on participation; the number of proprietary schools participating in the guaranteed loan programs declined from 3,770 in 1990 to 3,010 in 1995 and overall, 1,000 fewer schools were participating than in 1989 when the rule was enacted. The proprietary school share of loan volume dropped from 38 percent in 1987 to 11 percent in 1995. In addition, cohort default rates have fallen significantly, primarily because of the reduction in defaults among proprietary school borrowers.[11]

Despite or in fact because of its success, the cohort default rule is likely to be an issue during reauthorization. Some have suggested that the rule has achieved its purpose and is no longer needed given the decline in defaults. Others have proposed extending the rule to cover participation in other Title IV student aid programs, particularly the Pell Grant program.[12] Based on the assumed link between cohort default rates and program quality, they have argued that schools that are judged to be poor in quality in the loan programs should not then be allowed to participate in grant programs, just because there is no comparable measure of student failure for grant recipients. Some proprietary schools and others have argued that default rates are a misleading or faulty indicator of quality and that the rule should be replaced with some more comprehensive measures of school quality such as graduation and perhaps placement rates.[13] Another similar suggestion is to modify the rate or have triggers based on average default rates for the student population served. As noted above, HBCUs are currently exempt because of the population served, and this is sometimes used as an argument for extending the principle to other schools.

Other issues likely to arise include whether to incorporate the participation rate index in the statutory definition so that schools with a low rate of borrowers would not have to appeal; extension of the statutory definition to include DL schools; whether the rate should be calculated differently—over a longer period of time to me sure schools can't evade the rule by encouraging deferments, or on the basis of dollars rather than borrowers in default. While proprietary schools have high percentages of students who default, defaulters in general tend to have relatively smaller loan balances, proprietary schools have argued that a dollar default rate would be more appropriate. Certainly if viewed principally as a method to measure costs per school, this would be appropriate; as an indirect measure of the quality of the education received, the borrower rate which reflects student success seems more relevant.

Programs

Prior to 1992, short term training programs of 3 to 6 months or 300 to 600 clock hours were only eligible for participation in the guaranteed loan programs not the other Title IV programs. Although some argued that such programs were prone to fraud and abuse and should be eliminated from Title IV eligibility entirely, Section 481 of the HEA establishes minimum program lengths that include 300 hour programs under certain conditions. Short term programs are eligible for all Title IV programs if they are graduate or professional programs or require the equivalent of an associate's degree for admission. In addition, other short term programs that satisfy regulations regarding program quality that include verified 70 percent completion and placement rates are eligible to participate in Part B loan programs only. Questions about the appropriateness of including these programs in Title IV remain, as do questions of fraud and abuse. It is unclear whether new welfare reform legis-

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[10] Specifically the regulations allow schools with a participation rate index (the percent of students who borrow times the cohort default rate) of .0375 or less to remain eligible. This has been of particular benefit to community colleges that may have relatively high default rates but few of whose students borrow. Community colleges however object to having to appeal the rates to qualify for the exemption. See below.

[11] See U.S. Department of Education Press Release. *National Student Loan Default Rates for FY1995.* November 13, 1997. For a discussion of different default rate statistics, see Appendix, *Federal Family Education Loan Programs.*

[12] The FY1996 appropriations act, P.L. 104-134, prohibited schools from participating in the Pell Grant program in academic year 1996-7 if they were determined to be ineligible for loan program participation on or after February 14, 1996. It did not apply retroactively to schools previously terminated from the loan programs.

[13] For example, see H.R. 386, the Educational Quality Index Act of 1997, that was recently introduced and reflects this approach. One problem with this approach is that unlike the default rate data, data on other measures of school quality are only available from the schools themselves.

lation will increase the demand for such short-term training programs as well as student aid to pay for such training.

Section 481 also includes a definition of academic year to provide guidance or conversion ratios for traditional credit hours vs clock hours used in vocational programs; a full academic year is defined as a minimum of 30 weeks of instructions time, at least 24 semester hours, or 900 clock hours. Shorter programs are 16 semester hours or 600 clock hours in a minimum of 15 weeks, or 8 semester hours/300 clock hours in a minimum of 10 weeks.[14] These definitions of program length, Particularly with respect to calendar weeks, have created problems because of the enormous diversity in program offerings and operations even at traditional higher education institutions and it is likely that they will be reconsidered during reauthorization.

Distance Learning

Because of the perception that some of the worst institutional abusers of student aid programs were correspondence schools that attracted unqualified students to enroll in poor quality programs, Title IV includes specific provisions designed to exclude such schools from eligibility for participation in student aid programs. At the same time, the provisions attempt to recognize that many traditional 2 and 4 year colleges and universities whose eligibility and quality is not in question may also Serve students at a distance using some form of telecommunications methods in some of their programming.

Section 481 excludes from Title IV eligibility any institution that offers more than 50 percent of its courses or enrolls 50 percent or more of its students in correspondence courses. Correspondence courses are not further defined. In addition, Section 484 dealing with student eligibility, provides that, even if less than half the institution's courses are correspondence, a student is only eligible for aid if the correspondence course in which he or she is enrolled is part of a program leading to a degree. In attempting to clarify the distinction between telecommunications and correspondence, Section 484 also states that students taking courses offered in whole or in part through telecommunications deuces or mediums are not to be considered enrolled in correspondence courses unless the total of telecommunications and correspondence courses at the institution equals or exceeds 50 percent. Telecommunications devices or mediums are further defined to include various kinds of electronic transmission, including the use of videos and tapes/cassettes sent through the mail as long as such courses are also delivered in person to other students at the institution.

It is likely that these provisions would prevent the use of Title IV funds for some of the more expansive kinds of distance learning programs and institutions currently being considered in various states.[15] On the other hand, the potential for fraud and abuse remains with programs of this sort, which are fundamentally different from the traditional postsecondary instruction for which Title IV student aid was originally designed. Whether exceptions are needed for new approaches or whether any federal assistance should be provided through other programs are questions likely to be raised during reauthorization.

Program Integrity Triad

Part H of Title IV spells out the roles and responsibilities for the various components of the triad: states, accreditors and ED. While each has some unique functions, Part H also authorizes considerable overlap in the activities of each component. The effort to spell out in detail the triad in a separate part of Title IV was undertaken in the 1992 amendments to the HEA as part of the response to concerns about fraud and abuse in the student aid programs.

State Role

The state role in the triad per se is to provide legal authority for postsecondary institutions to operate in the state in which they are located; states vary widely in the extent to which they exercise any oversight of postsecondary institutions. In general, states are likely to play relatively active roles only in the public sector of postsecondary education. In the past, oversight of proprietary schools was frequently split among many agencies and often reflected their treatment primarily as small businesses rather than educational institutions. As concerns about fraud and abuse escalated in the late 1980s and early 1990s, a number of states revised and

[14] Regulations (FR, July 23, 1993, 39618) establish a formula for converting clock hours to semester credit hours; to take into account the implicit study time outside of class in traditional academic programs versus the assumption that all studying is done in class in clock hour programs, the ratio is one semester hour equals 30 clock hours.

[15] See for example the testimony at a recent Senate hearing on this issue, and particularly plans for the Western Governor's University. *Technology and the Virtual University: Opportunity and Challenges.* Hearing, Senate Labor and Human Resources Committee, April 16, 1997.

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strengthened their statutes and regulations governing the proprietary sector. One of the issues in attempting to revise the state role under HEA, however, was how to strengthen state oversight and gatekeeping while satisfying concerns of private colleges and universities that state review would be intrusive and impinge on academic freedom.[18] The 1992 HEA amendments attempted to provide for a more active and consistent state role in the regulatory structure through a new state review process (supposedly separate from initial authorization), including criteria and procedures for this review and providing some financial assistance to states in the process. This was to be accomplished through the establishment of State Postsecondary Review Entities (SPREs).

SPREs. SPREs are state units authorized by Part H to perform review and oversight activities related to institutional participation and for which they are to receive federal reimbursement. Institutions are identified for subsequent SPRE review based on 11 criteria or "triggers" that indicate possible financial or administrative difficulties: a student loan cohort default rate for 1 year of 25 percent or more; a cohort default rate of 20 percent or more plus substantial reliance on Title IV funding as indicated by two-thirds of the students receiving such aid or two-thirds of expenditures from such sources; reliance on Pell Grant program funds for two-thirds or more of expenditures; fluctuation of 25 percent or more in Pell Grant, or guaranteed student loan funds from one year to the next; failure to meet financial responsibility standards; recent audit findings resulting in repayment of more than 5 percent of Title IV funds; failure to submit audits; a limitation, suspension or termination action by the Secretary; a change of ownership; a pattern of student complaints sufficient to justify review; and new institutions applying for Title IV program participation (public institutions in a state higher education system excepted).

Lists of institutions meeting one or more of these criteria are sent by ED to the SPREs for review based on standards developed by the state and covering certain areas specified in the HEA including: consumer protection; financial and administrative requirements; student outcomes and program success; training costs in relation to potential earnings and the demand for jobs; and content and quality of the instructional programs. Based on the review findings, the state may determine that an institution is not or will no longer be eligible to participate in Title IV programs.

SPREs generated controversy from the time they were first authorized in 1992; nevertheless, by June 1995, all states had signed agreements with ED designating a SPRE and seven states had review standards approved. The 147 schools referred to these 7 states included 90 proprietary, 41 private, and 16 public schools. The 104th Congress acted to stop implementation of SPREs. P.L. 104-19 rescinded all FYI 995 funding for SPREs, and no funds were provided in either 1996 or 1997 appropriations. Although the House acted to terminate the authorization, it remains in the HEA. While the State Higher Education Executive Officers association (SHEEO) initially proposed more rigorous state standards for proprietary institutions, as well as federal financial assistance in their development, much of the higher education community, and the private nonprofit sector of higher education, in particular, consistently opposed the SPREs as representing an unwarranted intrusion on their independence and academic freedom. Many institutions objected to the paperwork burden crated by the need to maintain records in anticipation of a possible SPRE review. ED's initial notification to "triggered" schools in 1994 did not identify the source of the problem, and raised questions about the accuracy of the data ED used. While ED initially argued that SPREs were an important enhancement of the state component of the triad, the FYI 998 Administration budget request did not ask for SPRE fluids and it is anticipated that they will not be reauthorized. Nevertheless, the question of whether some alternative oversight program is necessary remains.

Assuming SPREs are eliminated in reauthorization, alternatives might include maintaining the trigger mechanism, with a shorter list of improved trigger criteria. The list of triggered schools could then be shared with states (and accrediting agencies) or even published as an incentive to improvement. Some incentive for states to take action under their traditional authority to approve institutions of higher education might also be included such as a fee imposed on states based on the number of triggered schools. A broader policy question might be whether any alternative to strengthen the state role is really necessary given other important program integrity measures enacted in 1992, and described below.

Accreditation

[18] For a general discussion of the state role in higher education, see *State Roles in Postsecondary Education and the Higher Education Act (HEA): Options for HEA Reauthorization*. CRS Report 97-40, by Wayne Riddle.

Accreditation by an agency recognized by the Secretary of ED as a reliable authority as to the quality of training is the second component of the triad for institutional eligibility. Accrediting agencies are private organizations set up to review the qualifications of member institutions based on self-initiated quality guidelines and self improvement efforts. Traditionally, six regional accrediting associations or commissions have accredited traditional colleges and universities, while a number of national agencies accredit proprietary trade schools.[17]

There has been longstanding debate over the extent to which the federal government can rely on accreditation as a criterion for institutional eligibility, in effect using a private peer organization for accomplishing what are essentially federal oversight and monitoring objectives. Over the years, accreditors have wanted the legitimacy that federal recognition confers but have resisted efforts that require them to assist in federal oversight. Specific issues have included the close relationship between the proprietary school trade associations and their respective accrediting bodies, as well as higher education community objections that efforts to establish detailed criteria for ED recognition constitute an interference with academic freedom. On the other hand, without engendering charges of "federal interference" in academia, accrediting agencies remain the main tool for assuring the quality of the educational experience received by federal aid recipients. Many private nonprofit colleges and universities certainly would prefer to rely on the private accreditation process for assessment of educational quality and performance.

Part H spells out for the first time in the HEA the criteria and the procedures for ED recognition of accrediting agencies. To ensure independence from trade associations, and promote real oversight of the schools they accredit, accrediting agencies must be "separate and independent", with a minimum of one or at least 15 percent of accrediting commission members representing the public. In order for an agency to be recognized, Section 496 requires that the accrediting agency have standards and assess schools in a number of specific areas: recruiting and admissions, publications, advertising, program length and tuition in relation to its objectives, success in student achievement, completion and other outcome measures, student complaints, default rates, and Title IV compliance. The two latter criteria in particular have been criticized by accrediting groups for involving them too directly in HEA oversight. The procedural requirement of most concern to accreditors requires them to conduct regular on-site inspections, including unannounced visits at institutions that provide vocational education and training.

Section 496 also prescribes the procedures for the Secretary's recognition of accrediting agencies, including requirements to conduct an independent evaluation, solicit third party information, make records of the decision process available and publish reasons for denial of recognition. The Secretary is also specifically prohibited from basing recognition decisions on anything other than the statutory criteria, while accrediting agencies are expressly permitted to have criteria in addition to those needed for recognition. However, a special rule (subsection (k) of Section 496) allows the Secretary to continue the eligibility of a religious institution whose loss of accreditation (voluntary or otherwise) is related to its religious mission and not to the accreditation standards required by the HEA.[18] In addition, rules were added to prevent abuses by institutions changing accrediting agencies or having dual accreditation as a means to avoid loss of eligibility. Schools with dual institutional accreditation must choose one for the purposes of Title IV eligibility. Recognition is limited to no more than 5 years.

Section 1205 of the HEA authorizes a Committee on Institutional Quality and Integrity whose functions include not only reviewing and advising the Secretary on recognition of accrediting agencies but also reviewing and developing recommendations for improvements in the other components of the triad.

Controversy over Accreditation Provisions. A series of controversies surrounded initial implementation of these provisions on accreditation. The effort to present a united front in the face of questions raised about the value to the federal

[17] Since passage of the 1992 HEA amendments, ED recognizes agencies only for purposes of Title IV participation, or for purposes of participation in other federal programs; thus, many special purpose/program accrediting agencies that exist are no longer subject to ED approval. One new national accrediting agency for traditional institutions of higher education has recently been approved; it was established in response to complaints by conservative academics and schools about cultural diversity standards adopted by some of the regional accreditors. *Chronicle of Higher Education*. Does New Accreditor Promote Rigor or Curb Academic Diversity, April 4, 1997, p. A10.

[18] For a legal analysis of the ramifications of the new religious institution rule, see Baar, Lisa P. The Higher Education Amendments of 1992: Resolving the Conflict Over Diversity Standards and Institutional Eligibility for Title IV Aid. Harvard Journal on Legislation, v. 30, winter 1993, 253-295

government of accreditation and its role in the HEA during the 1992 reauthorization contributed to the dissolution of the umbrella organization of accreditors, the Council on Postsecondary Accreditation (COPA). A new organization that is concerned only with accreditation of traditional higher education institutions and excludes proprietary school accrediting agencies has recently been formed, the Council on Higher Education Accreditation (CHEA).[19] In the meantime, ED's initial regulations implementing the new provisions on the role of accreditation in the triad met with strong opposition from most of the higher education community who felt they were too prescriptive and quantitative. Ultimately, ED pulled the proposed regulations and instead the final regulations do little more than restate the statutory provisions; nevertheless opposition continues to some of these statutory provisions.

The Advisory Committee on Institutional Quality and Integrity first met in June of 1994. There are 15 members of which 7 are college presidents and 1 is a proprietary school representative. The limited proprietary school representation on the committee has been of concern to that sector of the higher education community. As of the end of 1996, four of the regional accrediting commissions and all seven of the proprietary school accrediting agencies had been reviewed by the Committee; only one regional agency received recognition for 5 years; according to ED, many of the agencies needed time to work through the new requirements.[20]

It is unclear the impact the new standards and procedures for recognition have had on the role of accreditation in the triad; given the agencies' resistance to playing a role in assisting ED in monitoring schools for Title IV compliance, it may be unreasonable to rely on them to protect program integrity. As noted above, since 1992, there has been a sharp decline in student loan default rates, the increase in which led to much of the original concern about fraud and abuse, and the number of proprietary schools participating in Title IV programs has also declined. However, this may have little to do with the HEA provisions on the role of accreditors. The Office of Inspector General (OIG) at ED has issued reports critical of proprietary school accreditation, the lack of measurable performance standards, and the reluctance of the agencies to be watchdogs for the federal government, and has suggested tougher regulatory criteria for recognition. Others have argued that accrediting agencies should be held accountable for problems at schools they have accredited. On the other hand, ED's Office of Postsecondary Education has argued that accrediting agencies have made substantial changes in behavior that have had an impact on school quality.[21]

Eligibility and Certification

As the final component of the triad, ED determines whether institutions meet the eligibility criteria included in the definitions, are accredited, and are authorized by a state. Eligible institutions are then certified by ED as meeting certain requirements regarding financial responsibility and administrative capability. Part H, Section 498 requires recertification of all currently eligible institutions within 5 years of enactment of the 1992 amendments, with priority given to reviewing schools subject to SPRE agency review and others the Secretary may select. New institutions and those recertified are certified for a maximum of 4 years. ED may grant provisional certification for up to 1 year for institutions seeking initial certification and for up to 3 years for recertification in certain cases. ED must conduct an on-site review before initial certification and recertification, the costs of which may be met by charging schools reasonable fees.

In the past, changes in institutional ownership and unrestricted branching (particularly in the proprietary school sector) were identified by many observers as areas with significant potential for abuse. Section 498 requires institutions changing ownership[22] to undergo a new eligibility and certification determination, including an on-site visit. The rule requiring proprietary and public vocational schools to be in existence for 2 prior years is not applied in these situations, however, and ED has used provisional certification to avoid disruption of Title IV participation. Each branch is also considered a separate institution with separate eligibility and certification, with the qualification that they need not be in existence for 2 years prior to being certified as a branch. Institutional applications for certification must in-

[19] Dill, David, William Massey, Peter Williams, and Charles Cook. Accreditation and Academic Quality: Can We Get There From Here? *Change*, Sept/Oct. 1996, p. 17-24.

[20] *Chronicle of Higher Education*. Regional Accreditors Still Confused by New Duties, December 15, 1995.

[21] For a discussion of these issues, see testimony by OIG and GAO at a hearing of the House Government Reform and Oversight, Human Resources and Intergovernmental Relations Subcommittee, Hearing, June 6, 1996.

[22] With the exception of cases where the owner dies and the institution remains within a fly or current stockholders and other "routine business situations" to be defined by the Secretary.

clude information on the relationship between the main campus and branches, including the location of student aid processing.

ED expected to complete the recertification of all institutions in 1997. As of November, 1997, 6,156 institutions had been certified or recertified since 1992, 67 had been denied and 776 applications were pending; 1,262 schools were provisionally certified.[23]

Administrative Capacity and Financial Responsibility. The requirements for certification are established in Section 498 and regulations. *Administrative capacity* is judged by past performance, maintenance of records, and regulatory criteria such as adequate staff training and the use of electronic processes. In contrast, the standards for financial responsibility are set out in some detail in Section 498. These provisions are intended to strengthen the ability of the Secretary to the financial condition of institutions and to guard against financial losses. Section 498 authorizes the Secretary to determine, based on "audited and certified" financial statements (prepared in accordance with American Institute of Certified Public Accountants standards) submitted at the time of application for certification or recertification, whether the institution meets financial criteria established by ED with respect to operating losses, net worth, asset to liability ratios, or operating fund deficiencies. ED established regulatory criteria (for example, an "acid test" ratio for current cash/current liabilities), that take into account differing financial statements and accounting principles for the three sectors of higher education. While sector-based criteria may be questioned in some areas, it is clear that different accounting and financial principles used for public, private non-profit, and proprietary institutions need to be recognized in financial responsibility criteria. ED has a contract with Dun and Bradstreet to do financial analyses.

In lieu of meeting the financial responsibility standards, the Secretary may require third party financial guarantees equal to not less than half the annual potential liabilities of the institution for Title IV funds. As of the end of 1996, over 200 schools had failed financial responsibility tests but were granted certification because they posted a letter of credit. Notwithstanding these provisions, the Secretary also may require financial guarantees and the assumption of personal liability by the owner or those in control of an institution in an amount sufficient to satisfy potential liabilities to the federal government, student aid recipients, and other program participants. These additional personal liability provisions may only be imposed on institutions that exhibit certain characteristics indicative of financial problems, such as failure to meet the financial responsibility criteria for a preceding period of time. In addition, the Secretary has established requirements for institutional maintenance of sufficient cash reserves to ensure repayment of refunds, with an exemption for institutions participating in state tuition recovery funds.

The risk to the federal government from schools in poor financial condition comes from the possibility that schools will be unable to continue operating, or be unable to meet any financial liabilities owed the federal government (refunds, for example). Indirectly, of course, a school's financial condition may also affect the quality of those programs, for attendance at which the federal government is providing student aid. Implementation of the financial responsibility standards, how far they should reach, and particularly how to account for differences between sectors have been a continuing source of debate.

In late 1996, ED published proposed new financial responsibility standards which were immediately denounced by all sectors of the higher education community. The proposed regulations were based on a study conducted for ED by the accounting firm, RPMG Peat, Marwick LLP that developed three new ratios (viability, primary reserve, and net income) and created a single composite score weighted differently for the different sectors. For example, net income was weighted more heavily for proprietary schools; the schools argued this would punish institutions that used income for capital investment. While ED noted the new standards would have the greatest impact on the proprietary sector where a number of schools currently deemed financially responsible would fail the new test,[24] representatives of the private nonprofit colleges association claimed the standards would hurt many small liberal arts colleges as well. Public universities and colleges commented that financial viability standards aren't really necessary for public schools anyway, as they never close their doors for financial reasons. As a result of these concerns, ED ex-

[23] See *The Greentree Gazette*. ED IPOS Recertification and Gatekeeping, November 1997, p.27.

[24] ED estimated that approximately 400 to 600 proprietary institutions might fail the new standards, and 18 to 80 private, non-profit institutions. See the Notice of Proposed Rule Making, 60 Federal Register, 49652-49574, Sept. 20,1996.

tended the comment period on these proposals several times.[35] On November 25, 1997, final regulations were published which responded to most of the concerns. Under the final regulations, ED has estimated that fewer than 150 proprietary schools and fewer than 15 small, private non-profit colleges would fail the new standards.[36] Issues confronting Congress may still however include how to insure that these standards focus on appropriate financial criteria to protect against financial losses to the federal government, without interfering with the operation of schools; and that they are sensitive to financial problems, without rejecting schools with quality programs.

While it seems clear that ED overstepped in using 487A to establish flexibility, the possibility of such waivers obviously appeals to many institutions. It is likely that during the reauthorization process, consideration will be given to the possibility of regulatory relief. The question will be whether or how to develop criteria to determine eligibility for relief, and which regulations might be considered for waivers. Since schools have also suggested that the regulatory burden is a factor in college cost increases, efforts to reduce regulations are likely to prove popular. Establishing a waiver authority that is tailored to differences between the sectors or tied to performance might also provide an alternative to a broader revision of the HEA's institutional eligibility provisions that would be based on performance or sector differences.

The CHAIRMAN. Thank you. It is very helpful to learn the history of these approaches that are taken with respect to the schools.

Are there any provisions in the Higher Education Act that restrict institutional eligibility for Title IV funding by discipline—in the present Act?

Ms. SCHENET. Well, there are provisions—as I indicated, the cohort default rate provides some accountability. We hold schools in effect responsible for the fact that their graduates or students who attended and left their schools have dropped out, and in certain cases, we then cut off funding.

Foreign medical schools is another instance. That is a somewhat special situation, and I think the extra quality standards that were put into place were in part because there is no assurance that we have accreditation or licensing that is comparable to what we have in the United States, so there was felt to be some need for some quality standards. And then we have the short programs, where we do require verified, 70 percent completion in job placement rates. That was something that was put in in 1992, really because of situations where those schools appeared to be ones where there were high default rates and considerable fraud and abuse.

I might say although it is a short program standard, that is, a program accountability standard, most of those programs are offered by schools that only offer that program; so that in effect, by having that standard for that program, we essentially have a standard for an entire institution.

The CHAIRMAN. Are there any provisions that deny students Title IV assistance because of scores of prior cohorts of graduates on performance-based examinations?

Ms. SCHENET. Not on exams, no, because we have the placement rates and the completion—just the foreign medical school. That is the only one.

The CHAIRMAN. To your knowledge, has the Federal Government interceded in such issues in the past?

Ms. SCHENET. Not that I am aware of—certainly, not in Title IV.

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[35] 62 Federal Register, 7334, February 18, 1997. See also Education Daily. "Student Aid Organizations Assail Cloudy ED Proposals, Nov. 6, 1996, p. 3,4.

[36] See 62 Federal Register, 62830-62887, Nov. 25, 1997.

The CHAIRMAN. Dr. Schenet, if Senator Bingaman's amendment were to become law, how would you envision it being administered? In other words, who would monitor and validate institutional graduation rates, and how would lenders be notified of program eligibility or ineligibility within institutions of higher education?

Ms. SCHENET. Well, obviously, that would be an issue that some thought would have to be given to. You could have some requirements that States would report these pass rates to the Department of Education, which would then have to notify the institution that students who attended or who enrolled in these courses would not be eligible for Title IV aid. I think there would be some additional administrative complications to doing that, presumably—I don't know—you might have some situation where students would have to be told at the time of enrollment that if they were to take a course in the education school, they would not be eligible for Title IV assistance or something of that sort. Clearly, it would require additional reporting that we do not have in place now.

The CHAIRMAN. Some States do not award undergraduate teaching degrees but provide undergraduate education courses and then require a fifth-year certificate. Under this scenario, which institution would assume responsibility for the success or failure of a student taking a State certification exam?

Ms. SCHENET. I do not know. That, again, would have to be something to be worked out or clarified.

The CHAIRMAN. I thank you for your assistance.

Senator Bingaman.

Senator BINGAMAN. Thank you very much.

I have not had a chance to really study your report, but let me just ask a general question. As I understand it, in the case of Title IV funds to attend some professional schools, the question really sort of solves itself, because there is sort of a universal accrediting process. In the case of medical schools, for example—not foreign medical schools, but U.S. medical schools, am I right that the AMA accredits all medical schools in this country at the present time?

Ms. SCHENET. I am not really an expert on AMA accreditation, but medical schools that are parts of larger universities are accredited for Title IV purposes by that regional accreditor, not a specialized accreditor, so that in fact, in most cases, programmatic accreditation, which can be for medical school, for legal education, and for teacher education as well, we have these programmatic or specialized accreditors. But for Title IV purposes, we tend to rely on the broader umbrella accreditation for the institution as a whole.

Senator BINGAMAN. As I have tried to understand exactly how teacher education occurs, there are a great many teacher education institutions, teacher training institutions, in the country that have no programmatic accreditation; is that right?

Ms. SCHENET. I am not an expert on teacher accreditation per se. In order for students to get Title IV funds, they are all accredited by an institutional, regional accreditor or national——

Senator BINGAMAN. University generalists.

Ms. SCHENET. Right.

Senator BINGAMAN. OK. I guess what I understood you to be saying in your initial statement was that there is precedent in Federal law for withholding Title IV funds, at least in some circumstances,

in the case of foreign medical schools, if there is not a certain pass rate on licensing exams.

Ms. SCHENET. Right.

Senator BINGAMAN. So this is not a new concept, at least.

Ms. SCHENET. Yes. We do have these fairly narrow exceptions where in fact, because of some situation in the past, we have decided that something more was needed than just the triad per se.

Senator BINGAMAN. Thank you.

I will stop there, Mr. Chairman. Thank you.

The CHAIRMAN. Senator Murray?

Senator MURRAY. Thank you, Mr. Chairman, and thank you for having this hearing. I think teacher preparation is probably one of the most discussions we can have. We just had a big debate in the Senate about education, and everybody has a lot of different ideas about how to improve it, but my experience has been that if we give the teachers the skills they need in their classrooms for what they have to teach, that we will progress a long way in providing the kind of education that is really needed in this country, so I commend both you and Senator Bingaman for your work on this issue.

It really struck me when I had a new kindergarten teacher, a first-year teacher, say to me, "Nobody told me it was going to be like this." I said, "You just had 5 years of school." And she said, "No one told me what I should expect."

I think that that is a very common feeling for a first-year teacher, and it should not be that way. They should be prepared when they land in the classroom. So I really think this is an important area.

I have particularly focused this year on the technology area because we have so many computers in our schools and a lot of teachers coming brand new into our classrooms with no idea how to use it or how to integrate it into their curricula or effectively teach with it. So I think we are absolutely on the right track if we really want to make a difference.

I have looked at Senator Bingaman's proposal, and I just have one question for Dr. Schenet, and I will submit additional questions, because I probably will not be able to say.

I am curious if you know, with the AMA or some of the other accredited training programs, whether there are any where we have something like Senator Bingaman has proposed, with schools that have to pass so many students in order to be accredited, or are they all based on some kind of an accreditation board? Is there an precedent for this?

Ms. SCHENET. Well, as I was saying, for institutional eligibility for Title IV, we are generally relying on the broader institutional accreditation standards. And accreditors have varied in terms of the extent to which they themselves have applied specific quantitative measures for outcomes. I think that that is something that has been a discussion among the accrediting community themselves, to the extent they want to look at, say, pass rates on licensure exams, or whether they look at more traditional educational kinds of measures, qualifications of faculty, faculty/student ratios, those sorts of resource criteria in accreditations.

Senator MURRAY. Thank you very much.

Thank you, Mr. Chairman.

The CHAIRMAN. Thank you, Senator Murray.

Thank you, Dr. Schenet. We will be in touch with you if we have further questions. I know you are available. Thank you very much.

I would like to welcome Kati Haycock, director of The Education Trust; Terry Hartle, senior vice president of the American Council on Education; Arthur Wise, president of the National Council for Accreditation of Teacher Education; and Dr. Donald Warren, dean of the School of Education at Indiana University.

Ms. Haycock, please proceed.

STATEMENTS OF KATI HAYCOCK, DIRECTOR, THE EDUCATION TRUST, WASHINGTON, DC; TERRY W. HARTLE, SENIOR VICE PRESIDENT, AMERICAN COUNCIL ON EDUCATION, WASHINGTON, DC; ARTHUR E. WISE, PRESIDENT, NATIONAL COUNCIL FOR ACCREDITATION OF TEACHER EDUCATION, WASHINGTON, DC; AND DONALD WARREN, DEAN, SCHOOL OF EDUCATION, INDIANA UNIVERSITY, BLOOMINGTON, IN

Ms. HAYCOCK. Thank you, Mr. Chairman.

Before I begin, I want to thank Senator Bingaman and his staff for their very hard work on raising this thorny issue.

Mr. Chairman, in your opening remarks, you appropriately named teacher quality as the biggest obstacle to getting American children to much higher standards of achievement. I want to suggest to you this morning that the biggest reason that we have not made as much progress on that issue is because we have left higher education totally off the hook.

I would strongly encourage you to remedy this omission this morning by adopting some version of the proposal before you, which seeks to make higher education take these responsibilities more seriously by imposing on them reporting requirements and, eventually, by withdrawing Federal support from institutions that refuse to do what it takes to produce competent teachers.

Over the past several years, the staff at The Education Trust has spent the bulk of its time in classrooms all around the country, working with teachers, trying to improve their achievement. That experience has left us deeply worried. We are not worried as some people are that American students cannot reach the standards. On the contrary, it is very clear that they can achieve at much higher levels than they are at the moment—even students who are poor or growing up in difficult neighborhoods.

We are, however, deeply worried that many of today's teachers do not have the knowledge and skills that they need to teach students to standards. Far too many teachers are drawn from among higher education's least able undergraduates. In college, they get lower grades than virtually every other major. Further, because of the rather haphazard education they receive in college, many of these would-be teachers emerge with only a very thin knowledge of the subjects that they are going to teach and inadequate verbal and math skills to enable them to pass what everybody agrees are low-level tests, in fact, tests at about the 8th or 9th grade level.

Indeed, in our work with schools, teachers often turn to my staff and ask: "How is it I am supposed to get my students to standards that even I do not meet?"

As bad as things are in general, though, they are much worse in schools serving concentrations of poor and minority children, as you know only too well. Such children are typically taught throughout their careers by our least-qualified teachers. This practice alone has devastating effects on their achievement, because the single most important ingredient in student achievement, as you mentioned, is the teacher.

Fortunately, recent experience in Texas has provided convincing proof that it does not have to be this way. Beginning back in 1992, leaders at the University of Texas-El Paso saw that many of the teachers they were producing did not have the knowledge and skills that they needed to succeed in getting El Paso's children to high levels of achievement. So, with lots of advice from teacher leaders, the faculty members at UTEP totally overhauled what they did. New teachers, for example, now have to complete more than twice as much mathematics and science course work as previous teachers did. Moreover—and this is more important—these courses are taught very differently than before.

Most of the changes at UTEP are in fact attributable to outstanding leadership, but there are several important lessons, I would argue, for you. First, Texas' very tough K-12 accountability system, which demands significant growth in student achievement at every school and from every group in the school, forced K-12 leaders in Texas to worry much earlier than others about teacher quality.

Second, once it was clear both that the current teacher force was inadequate in Texas and that improvements like those in El Paso were possible, the State of Texas enacted a parallel accountability system that demanded improved results from universities that prepare teachers. Beginning next year, in fact, the colleges in Texas that prepare teachers must demonstrate that at least 70 percent of their graduates—and that number will increase in the future—who take the teacher certification exam are actually prepared to teach that exam.

That accountability system in turn is grabbing the attention of higher education leaders all across the State. It is important to understand, though, that left to their own devices, few States will travel that route, because the forces to preserve the status quo are simply too strong.

Now, to be sure, many of the incentives that you have included in the Title II provisions will help in the States and localities that participate. But if we have learned anything as a nation from the past 6 to 10 years of education reform, it is that new programmatic initiatives will not make much of a long-term impact unless they are nested inside of an accountability system that holds institutions responsibility for results.

That essentially is the question before you today. Are we willing to be satisfied for 6 more years with a little bit of change here and there—the kind you will get from a discretionary program—or do America's children deserve more? If you decide that all children deserve well-prepared teachers, then you will have to grab the attention of those who can do something about it, leaders in colleges and universities, and tell them clearly that you will no longer subsidize wretched teacher preparation programs.

Now, again, as suggested both in the accountability provisions included with strong bipartisan support in the House version of the Higher Education Act and in Senator Bingaman's amendment, there are two pretty good ways to get that attention—first, by making public the poor pass rates of many institutions that fail to take their responsibilities seriously, and second, by putting the power of the Federal purse behind State efforts to demand improvements in low-performing institutions.

Those, in essence, are the ideas before you, and we would urge you in the strongest possible terms to incorporate these ideas in your legislation and are confident, certainly, that the details can be worked out.

If you will allow me just 30 more seconds, I would like to take a moment to address two of the most ridiculous criticisms of these ideas that have been leveled to date—first, the charge from higher education that this is not a higher education problem, that it is K-12. That is simply nonsense, and it is precisely the kind of finger-pointing that has gotten us in the problem we are in today.

The truth is that improving teacher quality requires action from both higher education and K-12. You have an opportunity to deal with the higher education part before you today, you have an opportunity next year to deal with the K-12 part in ESEA.

Second and finally is the suggestion that an accountability system like the one you are proposing will somehow hurt minority youngsters or institutions, colleges and universities that serve them. At some level, that is the most outrageous suggestion of all, for at its heart is the suggestion that minority students could not meet these high standards—in fact, these admittedly low standards—even if their institutions took seriously their obligation to educate them to high standards.

We simply reject that notion out of hand, for there is ample evidence to show that minority students can achieve at high levels when they are taught at high levels. Minority poor youngsters, most of all, need good teachers, well-prepared teachers—not the dregs.

Mr. Chairman and members of the committee, if we have learned anything from education reform efforts over the past years, it is again that lasting change occurs only when there are stakes both for students and for institutions. At the moment, however, all the stakes are for future teachers and for the children that they will serve. For institutions of higher education, there are no consequences at all, even if they produce large numbers of so-called teachers who cannot even pass 8th grade-level tests.

You are about to enact legislation that will make them report crime statistics and work to improve them, but you do not even make them report, much less address, what is undoubtedly the biggest crime of all—taking the hard-earned money of students who want to become teachers, not to mention the $1.8 billion in taxpayer money, and turning those young people out 4 years later without the skills that they need to enter or succeed in the profession.

Surely, America's children deserve better. Thank you.

The CHAIRMAN. Thank you.

[The prepared statement of Ms. Haycock follows:]

PREPARED STATEMENT OF KATI HAYCOCK

Chairman Jeffords, members of the Committee, thank you for providing me with this opportunity to discuss with you the need to hold colleges and universities accountable for producing competent teachers. Good teachers are more important to this nation's effort to get our children to high standards of achievement than anything else is. Yet many of the products of our teacher preparation programs are grossly unprepared to teach.

By building on the accountability provisions included in the House Higher Education Bill, you have a very real opportunity to ensure that our institutions of higher education take more seriously their responsibility to produce the caliber of teachers that our student need in order to succeed. I urge you in the strongest possible terms not to let this opportunity slip through your fingers.

Put simply, we believe that all institutions that use federal finds to prepare teachers whether those institutions are colleges and universities or institutions offering alternative routes into teaching-must be held accountable for producing teachers who, at a minimum, meet state established licensure standards. Institutions that cannot demonstrate that they are providing teachers with adequate and appropriate preparation should not expect federal support for their teacher preparation efforts.

Teacher Quality Matters . . . A Lot

Mr. Chairman, a growing body of increasingly sophisticated research establishes a clear, and frankly common sense, link between student achievement and teacher quality.

• A study by the New York City Board of Education comparing high- and low-achieving elementary schools with similar student characteristics found that teacher qualifications accounted for more than 90 percent of the variation in student achievement in reading and mathematics.

• A large-scale Texas study conducted by Ronald Ferguson of Harvard University, found that teacher quality had more impact on student achievement (explained some 43 percent of the variance) than any other single factor including family income and parent education.

• William Sanders, Director of the University of Tennessee Knoxville's Value-Added Research and Assessment Center, has done extensive studies on the effects of teacher quality on student achievement in Tennessee. By grouping teachers into quintiles based on their effectiveness in producing student learning gains, his studies allow for the examination of teacher impact on student learning. Teachers in the lowest quintile of effectiveness produce gains of about 14 points over the course of the school year. By contrast, the most effective teachers produce student learning gains of averaging 53 points nearly four times the gains of the least effective teachers!

• Sander's work also demonstrates that the effects of good and not so good teaching are long lived. Indeed, even two years after the fact, the performance of 5th grade students is still affected by the quality of their third grade teachers! As Sanders points out, students with comparable initial achievement levels have "vastly different academic outcomes as a result of the sequence of teachers which they are assigned" Difference of this magnitude—50 percentile points—are stunning, and can represent the difference between placement in the remedial and gifted tracks.

While these studies indicate that teacher quality matters a lot, most stop short of the logical next step of identifying the qualities that make for an effective teacher. But researchers have used Texas' extensive database on both teachers and students to examine the impact of specific teacher characteristics on student achievement. Together with research from Alabama, North Carolina, and Pennsylvania, this research helps to define what teachers need to know and be able to do in order to raise the achievement of all of their students.

Strong Verbal and Math Skills

Ron Ferguson examined the relationship between teacher performance on TECAT—a verbal and math skill test administered to all Texas teachers and administrators. In doing so he found a significant positive relationship between teacher test scores and student scores, with higher scoring teachers being much more likely to produce significant gains in student achievement than their lower scoring counter parts. Indeed, a change of one standard deviation in a district's teacher test scores produced a corresponding change of .17 standard deviation in student scores, with other differences controlled. Ferguson found a similar relationship when he looked a student and teacher test data in Alabama. As in Texas, he found a strong positive relationship between teacher test scores in this case, ACT scores-and student achievement results.

Strong Content Knowledge

There is also considerable research supporting the need for strong content area knowledge, especially at the middle and high school levels. The data are very clear in mathematics and science, where teachers who majored in the fields that they are teaching routinely get higher levels of performance from their students than teachers who did not major in their content area.

The data are less clear in English and Social Studies, where students taught by majors in those fields do not consistently do better than students taught by teachers who majored in something other than the subject that they are teaching. However, other studies document a clear relationship between a teacher's expertise in a subject-no matter where that expertise is acquired and student achievement.

Teaching Knowledge

What about teaching knowledge and skills? Are strong verbal and math skills and deep content area knowledge enough to guarantee good teaching? The answer is obviously, "No". One has only to spend a little time with higher education faculty, most of who possess both strong verbal and math skills and deep knowledge of the subject area in which they teach, to know that these two things alone are clearly not sufficient for effective teaching.

That said, these large-scale studies are not particularly helpful in identifying ways to quantify and describe effective teaching skills and knowledge. Neither the number of education courses completed, advanced education degrees gained, scores on professional knowledge sections of initial certification exams, or—interestingly enough—years of experience in the classroom seem sufficient. Perhaps the work of the National Board for Professional Teaching Standards or Lee Shulman's work on "pedagogical content knowledge" at the Carnegie Foundation for the Advancement of Teaching will shed light on the role of teaching skill and knowledge and how they can be better understood, measured and developed.

Moving Ahead

In the meantime, we strongly suggest that policymakers and educators not get sidetracked or stuck in debates about the roles of teaching skills and knowledge. There is more than enough evidence about the critical importance of deep content area knowledge and strong verbal skills to form a firm foundation for immediate and decisive action. And it is to support such action that I've come here today.

We know that good teaching is terribly important, and, conversely, that bad teaching can do great damage to students. We also know what the basic elements of good teaching are: strong general knowledge (i.e. strong verbal and math skill), deep knowledge of content and the ability to teach that content.

In fact, acceptance of these elements as the foundation of good teaching is so widespread that most states assess teaching candidates in these areas as a condition of earning a state teaching certificate. While the quality and rigor of these assessments vary greatly from state to state, and while the Education Trust would argue that most of the assessments are too low-level and the qualifying scores far too low to assure the caliber of teachers our students need to achieve at high levels, we would also argue that institutions whose graduates cannot pass these low-level assessments should certainly not receive federal support and should probably get out of the business of teacher preparation.

Accountability Systems in K–12

As the staff of the Education Trust has moves throughout the country, working with states and school districts to boost over-all student achievement in K–12, but particularly the achievement of low-income students and students of color, we have learned a number of lessons. One of the most important lessons that we have learned is that real systemic change in education is all but impossible without strong accountability systems.

Effective accountability systems not only hold students accountable for their achievement, but also hold the institutions accountable for making gains. These accountability systems reward success, provide help and support to those who need it, and sanction those who repeatedly refuse to do the work it takes to make progress.

Texas is a particularly good example. We do not believe that the steep gains that we are seeing in student achievement throughout the state are an accident. We believe?as does virtually everybody in Texas—that these gains are the direct result of the state's tough accountability system around student achievement.

Applying those lessons to Higher Education

We firmly believe that the lessons learned about how accountability systems work to improve student achievement in K- 12 can and must be applied to higher education. And so apparently do the states of Texas, Florida, and New York.

For the sake of brevity I will confine myself to a description of the Texas system, because it is the system with which the Education Trust is most familiar and because it is the system which we find to be the most sophisticated. The Education

Trust staff would be more than happy to provide the members of the Committee with additional information about New York and Florida if you believe it would be helpful.

In setting higher standards for students in Texas, and moving to hold schools accountable for meeting those standards, Texas discovered the importance of good teacher preparation. And having made this discovery, state leaders acted upon it by developing an accountability system for colleges and universities that prepare teachers.

Beginning next school year the academic year starting September 1998—the universities and colleges in Texas that prepare teachers must demonstrate that 70 percent of their graduates (the threshold will jump to 75 percent the following year) who take the initial teacher certification exam are able to pass that exam. Interesting and importantly, it's not simply an aggregate 70 percent pass rate that the state demands, but a 70 percent pass rate for each ethnic group, thus 70 percent of the white graduates who take the exam must pass it, 70 percent of the Latino grads who take the exam must pass it, and so on in order for the college or university to continue to prepare teachers.

Moreover, each department that participates in teacher preparation is held accountable for its role in producing graduates prepared to meet state standards. For example, if the prospective math teachers prepared by a particular university flunk the mathematics examination, the math department not just the education school—would be barred from preparing math teachers.

As the system has yet to be fully implemented, I cannot tell you how well it is working. But I can tell you that it has already succeeded at focusing the attention of faculty and administrators throughout the state on what needs to be done to improve the preparation that teachers get in Texas, and we are already beginning to see some important improvements.

The Education Trust supports the Bingaman accountability amendment. However, we are not convinced that the NCATE accreditation option offered in the Bingaman amendment to schools of education as an alternative to a 75 percent pass rate on the state teacher certification exam will produce the kinds of improvements needed to fundamental improve the training of new teachers in these institutions.

We also believe that the teacher preparation accountability provisions included in the House Higher Education Act—offered by Mr. Miller and supported by Chairman Goodling are a good start toward encouraging other states to do what Texas, Florida, and New York have each done. If you choose to use the House provisions as a model, we would however urge you to go further than the House by outlining the elements that states must include in their accountability systems as well as the criteria that states should use in identifying low performing education schools. We also believe that the 70 percent pass rate threshold to be included on the Department of Education's "watch list" is too low. We would urge you to adopt a higher pass rate of at least 80 percent for the watch list.

Before I conclude, I would just like to take a moment to address some of the criticisms that have been leveled at the notion of federal accountability for teacher preparation.

"It's a K-12 problem"

Some leaders in higher education have suggested that the issue is one of improper hiring and placement by schools and school systems, rather than inadequate preparation by institution of higher education. Nonsense! This is precisely the kind of finger pointing between K- 12 and higher education that's gotten us into the difficulty we find ourselves in today. And not just on issues of teacher quality-witness, for example, similar finger pointing about remediation in higher education.

Finger pointing is not going to get us anywhere. The truth is assuring teacher quality requires concerted action from both higher education and K–12. The reauthorization of the Higher Education Act offers us the opportunity to address the part of the problem on the higher education side; next session's reauthorization of Title I will provide the opportunity to address the K–12 issues. We fervently hope that all of those in higher education who have labeled this a K–12 problem will join us in addressing those problems in the Title I reauthorization.

"The tests aren't good enough"

Some critics hold that the initial teacher certification tests used by most states are not of high enough quality or that the passing scores set by the states are so low as to make them an inappropriate tool by which to hold higher education accountable. We agree that the tests are not all that good and that the qualifying scores in most states are too low. But if a college or university can't prepare its graduates to pass these terribly low-level tests should tax payer dollars be providing them with support? (If they want to improve their assessments, the Committee—

through Title II of the Higher Education Act—is offering states competitive grants that can be used to increase the rigor of their assessments.)

• **"Why hold colleges and universities accountable? Why not just raise the qualifying scores for teacher candidates on state teacher certification exams as the states of Virginia and Pennsylvania are doing?"**

We firmly believe that states should raise the requirements for entry into the field of teaching. But simply demanding more from people who want to become teachers won't guarantee that they will know and be able to do more. If we want prospective teachers to perform at higher levels we must teach them to higher levels. It's a lesson that we've learned in K–12, and applies just a strongly to higher education.

• **"This will hurt institutions that serve minority students."**

Some have worried out loud that a system that holds colleges and universities accountable for producing competent teachers will have an unfair and disproportionate negative impact on the colleges and universities that prepare minority teachers. Our ability to even entertain this notion springs, at least in part, from a very deeply held ambivalence about whether or not black and brown students can really learn and achieve at high levels in K–12 or in higher education. And, frankly, until this ambivalence is confronted and defeated our schools and colleges will continue to underserve these students.

Black and brown students need teachers who can teach at the highest levels as much as white students do. Giving minority students minority teachers who are unprepared to teach in their subject areas doesn't do anyone any favors. Moreover, if Black and Brown teaching candidates are taught at the same level that white teaching candidates are, they will perform at the same levels. That is the message that you must send.

• **"Different states have different standards; it's not fair to compare one to another."**

It is true that each state has its own standards for entry into the teaching profession. It is also true that it is extremely unlikely that we will see national standards for entry into the teaching profession any time soon. Thus we have two choices: allow the status quo to continue, that is the federal government providing $1.8 annually to institutions of higher education for teacher preparation with absolutely no assurances that these institutions are providing adequate preparation and in the face of mounting evidence that too many are not providing anything approaching adequate preparation. Or we can take what is really very minimal action, by requiring that programs that prepare teachers and receive federal support meet state-established standards. I would argue that the first path all but guarantees more of the same, while the second path offers some hope for the improvement of teacher preparation.

• **"This is an inappropriate area of federal activity".**

It has been a state responsibility for years, if states were adequately meeting this responsibility we would not be engaged in this discussion. The federal government, for it's not insignificant investment, has a right to demand some measure of competence if not excellence on behalf of the taxpayers. Not to do so, in light of everything we know about the importance of quality teaching and the low-level quality of many teacher preparation programs would be to not only ignore your responsibility to tax payers, but to another generation of K–12 students.

Conclusion

While the focus of today's hearing is on accountability systems for institutions of higher education that prepare teachers, I want to be absolutely clear that know that while a critical part of the solution, accountability systems alone are not enough to ensure that every American child has high quality teachers, in every course and for every year of their schooling.

• The Title II provisions which the Committee has included in the Higher Education Act provide important supports and incentives for states, colleges and universities to upgrade the caliber of teacher preparation and increase the rigor of initial teacher credentialing assessments.

• The loan forgiveness provisions for highly qualified individuals who teach in schools with 30 percent or more low-income students are also a step in the right direction, but we would urge you to consider tightening the targeting, so that the very limited resources available under this provision are focused on the schools and the students who most need your support and who are least likely to have fully-qualified teachers.

• The parent right to know provision, which applies only to local school-college partnerships funded under this Act is also important and should be extended to apply to states receiving finds under the Act. Parents must be full and active parents in their children's education, and to carry out this responsibility they must have accurate information.

• Marrying the Title II provisions with a strong and meaningful accountability systems for institutions which prepare teachers will go a long way toward meeting your states goals of improving the quality of the teaching force.

While higher education must accept its share of the responsibility for it's here-to-fore spotty record on teacher preparation; K–12 systems must also stop hiring underqualified teachers, stop assigning teachers to subjects in which they have not been trained, and stop allowing clearly incompetent teachers to remain in the classroom. K–12 must also accept major responsibility for the terribly inequitable distribution of well-qualified teachers between schools serving high concentrations of low-income and minority students and those serving white and more affluent students.

The Congress, which invests upwards of $7 billion a year in Title I, and in effect subsidizes many of these practices in high poverty schools, must also accept responsibility and stop allowing federal finds to be used to mis-educate low-income students. We hope that, in next year's Title I reauthorization, you will look seriously at issues of teacher quality in high poverty schools and continue the work to improve teacher quality that you've begun this year in the Higher Education Act.

The CHAIRMAN. Dr. Hartle.

Mr. HARTLE. Thank you very much, Senator Jeffords. I am delighted to be back here before the committee and to see you and Senator Bingaman again.

My name is Terry Hartle, and I am senior vice president of the American Council on Education, which is an organization that represents over 1,600 public and private colleges and universities, many of which prepare teachers. I am here today on behalf of the American Council on Education and 16 other organizations.

The CHAIRMAN. Excuse me, Dr. Hartle.

Senator Bingaman, we have another vote on the floor, and there are 6 minutes left in the vote, so I think we will have to take a little break right now.

Sorry about that, but they do not seem to want to accommodate us as they should, of course, but we will be right back.

[Recess.]

The CHAIRMAN. Sorry we are a little late getting back, but as usual, the modern, sophisticated, perfect tram system broke down again. So I used the old one that goes to Russell, and Senator Bingaman used the walking method, and we both arrived here at the same time. So we learned a lot.

Dr. Hartle, please proceed.

Mr. HARTLE. Thank you, Senator.

This is, as I indicated, an extremely important issue, and we share the committee's concern. In the next decade, the Nation will need some 2 million teachers, and we all share a common goal—that those teachers be well-prepared and highly motivated.

The need to improve the quality of teacher preparation is widely shared and widely recognized. Many States have taken efforts to address this, and there is some evidence that these efforts are beginning to pay off. According to the National Commission on Teaching and America's Future, and I quote: "Due to recent reforms, both standards and interest have been steadily rising. By 1991, graduates of teacher education programs had higher levels of academic achievement than most college graduates, reversing the trends of the early 1980s. The only entering teachers with lower-than-average college achievement were those who entered on emergency licenses without teacher preparation."

The proposal before you represents an enormous change in the Federal role in higher education. We believe that it would have

highly undesirable consequences. It will be costly, it will be intrusive, and it will be difficult, if not absolutely impossible, to implement. More specifically, this proposal would impose federally-approved teacher licensing practices on every State; it would mandate for the first time federally-approved accreditation standards for specific academic fields in the Higher Education Act, with Federal student aid attached; it would require, we believe, Federal approval of State teacher tests, and we ultimately believe that it will have little or no success in improving the quality of teachers entering the classroom.

Let me comment on each of the two options that colleges would have before them under this proposal. The first would require colleges that prepare teachers to "meet nationally recognized professional standards for institutional accreditation of teacher preparation programs." We understand the intent of this amendment is to ensure that schools meet the standards promulgated by a specialized accrediting agency. I should note, however, that it would also permit the Secretary of Education to write Federal teacher preparation standards. It might not be the intent, but it would allow him to do that.

Giving a specialized accrediting agency the authority to determine whether or not a school is eligible to participate in Federal student aid programs is unprecedented. At this point, there is only one agency that meets the apparent definition in the amendment. It will put that agency in the position to dictate specific standards on any issue plausibly related to teacher preparation that it chooses.

If, for example, the agency were to require the college to double the size of the faculty or to build a new library especially for the school of education, the school would be forced to comply.

Giving a specialized accrediting agency this authority, we believe, is tantamount to establishing national teacher standards. No specialized accrediting agency has such far-reaching authority under Federal law. We think that doing this would be an enormous change and is a very dangerous precedent. Moreover, we are aware of no analytic evidence that would warrant giving so much authority to a single private organization. Without evidence that the policies that a specialized accrediting agency has clearly and incontrovertibly result in better teachers than other approaches, Congress should not even consider the proposal.

Schools that do not wish to pursue the Federal accreditation option would have the option of proving to the Secretary of Education that the pass rates of their graduates on State licensing examinations meet the threshold. We think this, too, is flawed.

First, this option does not recognize the enormous variation in State testing and licensing examinations. Finding common ground to implement a Federal standard is a very difficult task. States use different tests, they test different things, and they give the tests at different times in the teacher preparation process.

The diversity that we find in State testing programs contrasts sharply with the Federal student loan program, where a national default standard has been implemented. The Federal student loan program is a single Federal program with one set of Federal regulations, a Federal definition of default, and a database that makes

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it possible to determine how the cut-off will affect individual schools. There are no such common standards in teacher testing.

Second, this proposal in its current form cannot be implemented. There are a number of key terms that are not defined. A lot of questions came out with the earlier panel as to how it will be implemented as well. How will scores, for example, for teachers who attend college in one State but take a licensure examination in another State be handled? Will schools be responsible for collecting the data from each of the 50 States, or will the Federal Government establish a national teacher database to handle this function?

The third observation is that you do not know what the impact of the 75 percent pass rate score is. That pass rate might be high, it might be low. We simply do not know, especially if, as you indicated, Senator, you intend to change the amendment so that it permits students to re-take the test.

Educational Testing Service, the organization that administers the most widely-used teacher testing program in the country, has tried to estimate the impact of the federally-imposed pass rates on the 31 States that use the Praxis exam. To date, they have not been able to do that. We think they will be able to do so, but at the present time, no one has any idea about the impact of the cut-off score in this proposal. Given this, you should proceed very carefully.

We do think there are several things that the Federal Government could do that would help address the issues that you face. First, we think that the Federal Government could call attention to the background and quality of those who teach in the Nation's public schools. For example, the Federal Government could take the lead in working with States and institutions to develop common definitions of "in field" and "out of field" teachers and teachers with temporary or emergency licenses. Accurate State- and local-level data would call more attention to this issue and help increase the number of teachers who have permanent licenses and who are teaching in the subject matters for which they have been trained.

In addition, the Federal Government could take the lead in working with States and institutions to develop a methodology that would enable States to collect pass rates by institutions of higher education and to publish the pass rates. States currently have this data; they have it in different formats. Collection of this data in a thoughtful and coherent fashion would let the public see which institutions of higher education are doing a good job of teacher preparation and which ones are not.

Finally, the Federal Government could commission an independent third party, such as the National Academy of Sciences, to conduct a study of current practices in teacher preparation, current changes that are underway in the States, and make recommendations about steps the Federal Government could take that would supplement rather than supplant State efforts and be consistent with the Federal role in higher education.

I reiterate that we share the committee's concern about this issue. We want very much to work with the members of this committee and the Senate to fashion an response that allows you to address this issue in a way that is consistent with the Federal role

in higher education and will make meaningful progress toward providing better teachers for the Nation's public schools.

Thank you.

The CHAIRMAN. Thank you, Dr. Hartle.

[The prepared statement of Mr. Hartle follows:]

PREPARED STATEMENT OF TERRY W. HARTLE

ON BEHALF OF:

AMERICAN ASSOCIATION OF COMMUNITY COLLEGES

AMERICAN ASSOCIATION OF STATE COLLEGES AND UNIVERSITIES

AMERICAN ASSOCIATION OF COLLEGES FOR TEACHER EDUCATION

AMERICAN COUNCIL ON EDUCATION

ASSOCIATION OF AMERICAN UNIVERSITIES

ASSOCIATION OF CATHOLIC COLLEGES AND UNIVERSITIES

ASSOCIATION OF COMMUNITY COLLEGE TRUSTEES

ASSOCIATION OF JESUIT COLLEGES AND UNIVERSITIES

COALITION FOR CHRISTIAN COLLEGES & UNIVERSITIES

COUNCIL OF INDEPENDENT COLLEGES

NATIONAL ASSOCIATION FOR EQUAL OPPORTUNITY IN HIGHER EDUCATION

NATIONAL ASSOCIATION OF COLLEGE AND UNIVERSITY BUSINESS OFFICERS

NATIONAL ASSOCIATION OF INDEPENDENT COLLEGES AND UNIVERSITIES

NATIONAL ASSOCIATION OF STATE UNIVERSITIES AND LAND-GRANT COLLEGES

NATIONAL ASSOCIATION OF STUDENT FINANCIAL AID ADMINISTRATORS

NATIONAL ASSOCIATION OF STUDENT PERSONNEL ADMINISTRATORS

NORTH AMERICAN DIVISION OF SEVENTH-DAY ADVENTISTS

UNCF/THE COLLEGE FUND

Good morning. My name is Terry W. Hartle. I am Senior Vice President for Government and Public Affairs at the American Council on Education (ACE). My organization represents over 1,500 public and private colleges and universities, many of which prepare teachers. I am here today on behalf of ACE and the 16 other organizations listed on the front page on my testimony.

Thank you for holding this hearing on this extremely important issue. In the next decade, America will need to replace nearly two million teachers. We share a common goal that those teachers be well prepared and highly motivated.

Ensuring excellent teachers for all children is not an easy task. Affluent communities can and do hire top teachers. Schools in poor districts also hire good teachers, but frequently must scramble to get people who have even minimum academic and teaching qualifications. Inner-city and rural school districts often experience great difficulty hiring qualified teachers, and those that they do hire often leave quickly for greener pastures.

The need to improve the quality of teacher preparation is widely recognized and many states have taken strong steps to accomplish this goal. The evidence suggests that these efforts are paying off. According to "What Matters Most: Teaching for America's Future," a report of the National Commission on Teaching and America's Future,

"talented recruits are entering schools of education in record numbers. Due to recent reforms, both standards and interest have been steadily rising. By 1991, grad-

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uates of teacher education programs had higher levels of academic achievement than most college graduates, reversing the trends of the early 1980s. The only entering teachers with lower than average college achievement were those who entered on emergency licenses without teacher preparation."

We believe that there are important and meaningful steps that the federal government can take to improve the availability of high quality teachers in the nation's schools. We will make several suggestions at the end of our testimony.

The proposal under consideration would require colleges and universities that prepare teachers to do one of two things: they must meet federally approved national accreditation standards; or prove to the federal government that the pass rates of their graduates on state licensing examinations meet the federal threshold. Schools that do not meet at least one of the two mandates would find their students ineligible to participate in the federal student aid programs.

This proposal represents an enormous change in the federal role in higher education and would have highly undesirable consequences. It will be costly, intrusive, and difficult—if not impossible—to implement. More specifically, this plan would:

- Impose federal teacher licensing practices on every state;
- Mandate, for the first time, federally approved accreditation standards in the Higher Education Act with federal student aid attached;
- Require federal approval of state teacher tests;
- Have a negative impact on minority recruitment; and
- Have little or no success in improving quality of teachers entering the nation's classrooms.

Let me comment on the two options that colleges have under this proposal. The first would require colleges that prepare teachers to "meet nationally recognized professional standards for institutional accreditation of teacher preparation programs." We understand the intent of this amendment is to ensure that schools meet the standards promulgated by a specialized accrediting agency. It would, however, also permit the Secretary of Education to write federal teacher preparation standards. We assume that letting the Secretary write such standards is not what the sponsors of this provision intend.

Giving a specialized accrediting agency the authority to determine whether or not a school is eligible to participate in the federal student aid programs is unprecedented. At this point, there is only one agency that meets the apparent definition in the amendment. While another specialized agency is being formed, there is no assurance that this agency will seek federal approval or, that if it does so, it will receive it.

Thus, at present, this will give the one agency a federally approved monopoly. It will put the agency in a position to dictate specific standards on any issue plausibly related to teacher preparation that it chooses. If, for example, the agency were to require a college to double the size of the faculty in the school of education or to build a new library especially for the school of education, the college would be forced to comply or risk the loss of its federal student aid funds.

Giving an accreditation agency this authority is tantamount to establishing national teacher standards. Congress has made clear that it is not the role of the federal government to set standards for elementary and secondary schools. Moreover, the U.S. Department of Education's authorizing act specifies that the federal government will not set academic standards. Nor, we believe, is it the role of the federal government to empower a private organization to impose academic standards on colleges and universities.

No specialized accrediting agency has such far reaching authority under federal law. Giving any agency such authority represents an enormous change in the federal role in higher education since it would enable a private organization to impose the agency's standards on all public and private colleges. Making federal student aid for all students conditional on the accreditation by a single agency sharply increases that agency's ability to impose costly and expansive requirements.

I am aware of no analytic evidence that would warrant giving so much federal authority to a private organization. Without evidence that the policies of this accrediting agency result in better teachers than other approaches, Congress should not even consider such a proposal.

Schools that do not wish to pursue the federal accreditation option in this proposal would have the option of proving to the Secretary of Education that the pass rates of their graduates on state licensing examinations meet the threshold. This, too, is a deeply flawed approach.

First, this option does not recognize the enormous variation in state testing and licensure examinations. Finding common ground to implement a federal standard is impossibly complex. Forty-six states require prospective teachers to complete an examination battery before they begin teacher preparation, before they receive their

teaching credential, or both. The examinations are chosen by each state, and may measure basic skills, subject matter competence, teaching skills, or a combination of all three.

Not all states use a standardized "paper and pencil" test to evaluate teachers. For example, Iowa uses only a performance assessment and Vermont uses a portfolio assessment. And, three states do not use a test at all. How they would be affected by this new proposal is unclear.

Some 30 states use a test prepared by Educational Testing Service (called Praxis) to certify new teachers. Some states use an earlier ETS test, the National Teacher Examination (NTE) to test teachers. States that use these examinations decide which battery of tests their students will take. They also choose passing scores for their students. States using the same battery of tests can, and often do, have different passing scores.

The diversity that we find in state testing programs contrasts sharply with the federal student loan program where a national default standard has been implemented. The Federal Family Education Loan program is a single federal program with one set of federal regulations, a federal definition of default, and a data base that makes it possible to determine how the cut-off will affect individual schools. There are no such common standards that can be applied to teacher testing as it exists in each of the states.

As a result, this proposal would require the federal government to approve state teacher testing and override state teacher preparation laws. For example, because the proposal specifies that any teacher certification test be as "rigorous as the test in use on the day of enactment," the U.S. Department of Education will be required approve any changes to any teacher test in the country. This will put a great deal of authority in the hands of federal officials that they do not now have.

In addition, this amendment imposes federal teacher preparation standards on the states regardless of their current practices. For example, requiring teachers to be tested in academic majors will affect states differently. Thirty-six states require that future secondary-level teachers have a major or minor in the field they will teach. Fourteen states do not. Some states stipulate the academic content for each academic major. Other states specify a minimum number of subject-matter courses. Texas and Virginia do not allow any teachers to major in education. Neither does California, since students there have to complete a four-year academic degree before being admitted to a fifth year teacher preparation program.

Many states are satisfied with their teacher preparation practices. Others are not and are revising them. Because this amendment is tied to federal student aid, all states will have to align their practices with the teacher testing requirements of this law.

Second, this proposal cannot, in its current form, be implemented. Key terms—such as "college, school or department of education" are not defined. The meaning of "an assessment of each teacher's content area knowledge in each content area in which the teacher plans to teach" is similarly unclear.

The proposal is chockablock with unanswerable questions. For example:

- Does the federally mandated pass rate pertain to all prospective teachers who take the examination from a single institution or only to those who graduate from a "school, college, or department of education?"
- How will scores for teachers who attend college in one state but take the licensure examination in another state be handled? Will schools be responsible for collecting the data from each of the 50 states, or will the federal government establish a national teacher data base to handle this function?
- Will teachers who are granted certification on an emergency basis be counted in the pass rate calculation? What about teachers who are granted alternative certification?
- What happens to states that have a teacher test that only covers general knowledge? Must they impose a federally approved content area test?
- Does the requirement that teachers be examined in every field in which they will teach mean that elementary school teachers must take separate state examinations in mathematics, sciences, English, history, geography, physical education, music, and art?

In the absence of a clear understanding of how this initiative will work, responsibility for operationally defining this will fall to the U.S. Department of Education as part of the regulatory process.

Third, it is not clear how the federal pass rate specified in this legislation will work. Because states use different examinations, covering different content, and administer them at a different time, it is impossible for the federal government (or any national agency) to establish a fair and reasonable standard that should be applied to all prospective teachers at all times. It does not, for example, make much

sense to have the same pass rate for a state that tests prospective teachers before they enter a teacher preparation program, and one that tests teachers after they have spent a year or two in the classroom.

Educational Testing Service, the organization that administers the most widely used teacher testing program tried to estimate the impact of federally imposed pass rates on the thirty-one states that use the Praxis examination. They have, to date, not completed this study. Thus, at the present time, we have no idea about the impact of the cut-off score in this proposal. Given this, Congress should proceed cautiously.

The impact of this requirement on minority groups is particularly unclear. However, on every norm-referenced standardized test of which I am aware, African-Americans, Hispanic Americans and Native Americans score lower, on average, than whites. Nor, of course, is it clear that a standardized test score by itself will determine whether such individuals are good teachers. Consider the following observation from Dr. Peter Winograd, director of the Center for Teacher Education at the University of New Mexico:

A number of our Native American students experience difficulty in passing the NTE. These Native American students are often educational assistants [in the New Mexico schools] with valuable classroom experience and a real talent for teaching . . . The lesson to be learned from the diversity of the population of potential teachers in New Mexico is the importance of culturally-fair measures of actual teaching performance. The State Department of Education recognizes this need and has created the New Mexico Teacher Assessment Review Panel. Prospective teachers who have failed the NTE can pull together a portfolio and other application materials and present them to this Panel as an alternative to retaking the NTE.

In short, before Congress picks a passing rate on a constellation of state examinations, it should take great care to determine the impact of that choice. That has not been done and, given data that are currently available, cannot.

Perhaps, the most troubling aspect of this proposal is not that it is flawed in design, or that it cannot be implemented, or even that it will given unprecedented power to a private organization and the U.S. Department of Education. Rather, the most troubling aspect is simply that this model will do nothing to improve the quality of teachers in our nation's schools.

This proposal will do nothing to ensure that students are taught by well-qualified teachers. As long as a school district can and does hire unprepared teachers under temporary or emergency teaching certificates, assign them to teach out of their content area, and find it difficult to terminate poorly performing teachers, we cannot ensure that all students will have good teachers who know their subject matter.

In 1990-1991, the last year for which data are available, 27 percent of newly hired teachers were not licensed. More than 50,000 people who lack the preparation required for their jobs have entered teaching annually on emergency or substandard licenses. Fifty-six percent of high school students taking a physical science class are taught by out-of-field teachers, as were 27 percent of those taking mathematics and 21 percent of those taking English. In schools with the highest minority enrollments, students had less than a 50 percent chance of getting a science or math teacher who holds a license or a degree in the field in which he or she teaches.

In commenting on this evidence, the National Commission on Teaching and America's Future noted:

"In the nation's poorest schools, where hiring is most lax and teacher turnover is constant, the results are disastrous. Thousands of children are taught throughout their school careers by a parade of teachers without preparation in the fields they teach, inexperienced beginners with little preparation and no mentoring, and short-term substitutes trying to cope with constant staff disruptions. It is more surprising that some of these children manage to learn than that so many fail to do so."

This proposal, will do nothing to alter that situation.

We believe that there are important steps the federal government can take to help improve the quality of their teacher education programs. But we believe that the states should play the central role. States are making important strides in aligning elementary and secondary school and teacher preparation standards. They also are actively revising their licensure requirements. It is counterproductive to derail these efforts by imposing a federal approach to teacher preparation and licensure.

These state efforts are based on state standards and local expectations. Principals and parents want teachers who are prepared to help children meet state and local standards—not teachers whose performance is pegged to arbitrary, federally established test-score pass rates or teachers who have been educated at a school that has a federal seal of approval.

Clearly the nation has a real and significant need for highly qualified teachers and we believe that there are steps that the federal government could take to call

attention to the background and quality of those who teach in the public schools. For example, the federal government could take the lead in working with states and institutions to develop common definitions of in-field and out-of-field teachers, and teachers with temporary or emergency licenses. Accurate, state- and local-level data would call more attention to this issue and help increase the number of teachers who have permanent licenses and who are teaching in their subject areas.

In addition, the federal government could take the lead in working with states and institutions to develop a methodology and format that would enable states to collect pass rates by institution of higher education. States currently have this data, but in very different formats. Collection of this data in a thoughtful and coherent fashion would let the public see which institutions of higher education are doing a good job of teacher preparation, and which are not. But because the data differ so substantially from state to state, it will be difficult to make comparable data available without a concerted effort that involves the federal government and the states.

Finally, the federal government could commission an independent third party, such as the National Academy of Sciences, to conduct a study of current practices in teacher preparation and licensing and make recommendations about the steps the federal government could take in this area that would supplement (rather than supplant) state efforts and be consistent with the federal role in education.

In addition, the federal government's commitment to producing high quality teachers should include:

- Competitive grants for institutions to revise and reform initial preparation programs;
- Scholarships or other financial assistance for academically superior students who promise to enter teaching in low-income areas;
- Incentives for states to work with institutions that prepare teachers to align teacher preparation standards with state elementary and secondary curricular standards.
- Competitive awards to colleges and universities that work in partnership with elementary and secondary schools to provide strong induction programs for new teachers.

I offer these last four recommendations with faint hope—the federal government's track record of supporting teacher professional development has been dismal. For thirty years, through many different pieces of legislation, the federal government has promised to support teacher preparation programs, to integrate research on teaching and learning into the curriculum, to build bridges with elementary and secondary schools, and to recruit academically strong candidates into the profession. But almost without fail, the promise has not been fulfilled. Of the twenty-five programs included in the last reauthorization of the Higher Education Act, only one is currently funded. The last time the federal government provided significant funds for teacher preparation was in 1979—almost two decades ago.

Ensuring that the nation has an adequate supply of well educated and highly motivated teachers for all our school children will not happen without changes in teacher preparation, licensing, and hiring practices. Many colleges and universities can and should do a better job than they have in the past. Those efforts are underway and will continue.

Many states can and should do a better job of licensing teachers than they have in the past. Those efforts are underway and will continue.

The federal government has a vitally important role to play in this regard and we have made several suggestions to help facilitate the state, local and institutional efforts that are already underway. We would be pleased to work with the Committee to refine these and other proposals that the Committee may wish to consider.

The CHAIRMAN. Mr. Wise.

Mr. WISE. Mr. Chairman, members of the committee, I am honored to appear before the Senate Labor and Human Resources Committee to discuss the role of accreditation in assuring that every American school child will have a well-qualified teacher.

I would like to note that the precedent has been well-established in Federal law for the kinds of accreditation provisions that are contained in the proposed amendment by Senator Bingaman. P.L. 101-476, the Individuals with Disabilities Education Act, allows training funds for special education teachers only to colleges of education which have met professional accreditation standards. That

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has been on the books for a number of years, and it is still on the books.

There are numerous precedents in the medical and nursing fields for special training funds for specialized physicians and specialized nurses to be contingently made to institutions which are professionally accredited by the relevant medical or nursing accreditation body. Ample evidence can be found for that in statute.

On college campuses, every professional school is nationally professionally accredited, with one singular exception, and that is the college of education. Only the college of education is free to decide whether or not it wishes to measure up to standards set by the profession. That is a decision which largely exists as a result of State law. States have insisted that all other professional schools meet national professional standards. Only the college of education so far is an exception to that proposition. And in every professional field, there is a single national professional accreditation agency overseeing medicine, law, architecture, engineering, social work, nursing and so on.

We laud Senator Bingaman's effort to have all institutions that prepare teachers meet nationally recognized professional standards for accreditation of teacher education programs.

NCATE is officially recognized by the U.S. Department of Education as the professional accrediting body for teacher preparation. NCATE accredits schools and colleges that prepare teachers for the Nation's schools. NCATE enjoys broad support from the entire spectrum of education stakeholders. The organization is a professional, private, nongovernmental, nonprofit partnership consisting of 30 national professional organizations, representing over 3 million teachers, teacher educators, State and local policymakers, school specialists and members of the public; 500 hundred accredited institutions, public and private, large and small, that produce two-thirds of the Nation's new teacher graduates each year; 41 partnership States that rely on NCATE to supplant or supplement State review.

Who are we? Wilmer Cody, commissioner of education for Kentucky, is the chairman of our board. Debbie Watts, a teacher from Georgia, is chair of our standards committee. Jim Cooper, the former dean of education at the University of Virginia, is our technology chairman. Roseann Bentley, a Missouri State Senator, serves on our executive board. Rudolfo Chavez, a professor at New Mexico State University, is on our unit accreditation board. We draw broadly from the education and public realms.

What do we require of schools of education? First, teachers must know their content and how to teach it. Second, teachers must know the research on effective teaching and learning. Third, teachers must be trained for the real world. Fourth, teachers must be able to teach the diverse population of students who make up America. And fifth, teachers must be able to use technology in instruction. Computers in the classroom are either toys or tools; they will be tools only if our teachers are prepared to show their students how to use them effectively for research and learning.

NCATE is on the cutting edge of accreditation practice. By the year 2000, accreditation decisions will focus largely on the performance of candidates in the programs. In other words, as we review

our 500 colleges starting in the year 2000 or 2001, we will be taking into account how well they prepared their candidates for future work as teachers.

The National Commission on Teaching and America's Future, which has been referenced a couple of times, has recommended that schools of education be accredited by NCATE by 2006 or close. In keeping with this recommendation, I have two specific recommendations to make in reference to the Higher Education Act.

Schools of education should be strongly encouraged to make use of the Higher Education Act's funds to design their programs so that they will meet NCATE's rigorous standards, and schools of education should be encouraged to design collaboratively college and university P-12 partnerships that are aligned with cutting-edge, professional development school standards recently released by NCATE. This kind of partnership we think will serve to strengthen the preparation of teachers for, as has been noted, there is insufficient attention to the induction component of preparation programs.

Thank you very much.

The CHAIRMAN. Thank you, Mr. Wise.

[The prepared statement of Mr. Wise follows:]

PREPARED STATEMENT OF ARTHUR E. WISE

I am honored to appear before the Senate Labor and Human Resources Committee to discuss the role of accreditation in assuring that every American school child will have a well-qualified teacher.

With the nation's spotlight on improving preschool through grade twelve student performance, it is necessary and appropriate that policymakers examine teacher performance and teacher preparation and make efforts to improve them. States have implemented many reforms in teaching during the 15 years since the release of A Nation At Risk. Policymakers now realize that simply changing curriculum and even requiring more academic courses have not achieved the increases in student performance that they would like to see. The most important factor in improving student achievement is the quality of teaching-the teacher's knowledge and ability to facilitate student learning. Extensive research studies of the past two decades have built a cumulative and compelling confirmation of what parents and educators have long known: the most important factor in improving student achievement is teacher knowledge—teachers' understanding of their subject and their ability to teach so that students learn.

Senator Bingaman proposed an amendment to the Higher Education Act (S. 1882) that recognizes the importance of teacher quality. It would promote standards that institutions preparing teaching professionals must meet. We laud the effort to have all institutions that prepare teachers meet nationally recognized professional standards for accreditation of teacher education programs. This is the teaching profession's long range goal. Professional accreditation of teacher preparation should be the norm, just as professional accreditation in medicine, law, architecture, engineering, and other professions is the norm. On all university and college campuses all professional schools are professionally accredited. It is only the colleges of education that may choose whether or not to be accountable to the professional accrediting body and, ultimately, the public. Some 500 such colleges have achieved recognition in this way, and another 40 are seeking it, but approximately 700 have not yet chosen to have their programs reviewed by their professional peers.

While virtually all states have required that other professional schools be nationally accredited, only a few have required national professional accreditation of all colleges of education. Those universities and colleges that place a high priority on preparing teachers have sought accreditation from NCATE. Others have not. As is noted in What Matters Most, the groundbreaking report of the National Commission on Teaching and America's Future, "although some schools of education provide high quality preparation, others are treated as "cash cows" by their universities, bringing in revenues that are spent on the education of doctors, lawyers, and accountants rather than on their own students. As a result, teachers do not always

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have adequate disciplinary preparation in the fields they teach or adequate knowledge and supervised practice to enable them to use effective teaching strategies."

We believe that colleges of education should be strongly encouraged to meet NCATE's rigorous professional standards. My specific recommendations on how the federal government can support the accreditation of colleges of education are noted at the end of this testimony.

Since so few individuals understand, or are even aware of what the National Council for Accreditation of Teacher Education (NCATE) does, I would like to provide some explanation of professional accreditation in general, and for teacher education, in particular. These comments will provide a context for my conclusions about S. 1882.

Professional accreditation has played a critical role in the standard of living we enjoy in America today. Much that we take for granted-from the bridges we cross to the health care we receive-is the result of efforts of professionals in various fields who produce and live by high standards. These standards surround the candidate's learning and behavior from the earliest days of professional preparation—not just when a professional is licensed, practices in the profession, or applies for advanced certification as a specialist. Hence, accreditation of professional schools is a process intended to signal to the public that a professional preparation program meets the standards of the profession. Accreditation standards for schools are the bedrock upon which the established professions have built their reputation.

What Does NCATE Accreditation Mean to the Public? The NCATE "stamp of approval" assures the public:

- at the professional school, in this case, the school of education, has undergone rigorous external review;
- at candidate performance is thoroughly assessed throughout the program and before candidates are recommended for licensure;
- at the programs meet standards set by the profession and members of the public.

Who is NCATE?

The National Council for Accreditation of Teacher Education (NCATE) is the teaching profession's quality assurance mechanism, setting and implementing standards for teacher preparation. NCATE relies on educators in the field and public members to develop rigorous standards for teacher preparation and determine which schools, colleges and departments of education measure up to them.

NCATE is officially recognized by the U.S. Department of Education as the professional accrediting body for teacher preparation. The Department noted, in its last review of NCATE, that "NCATE standards have clearly been formulated to serve as valid indicators of quality and the basis for consistently determining the educational quality of different institutions and programs."

Teacher education accreditation is similar to accreditation in the other professions. To seek accreditation, an institution of higher education must meet specific conditions. Once these are met, NCATE schedules an accreditation visit. The college prepares a self-study in which it addresses each of the NCATE standards, describing how the college meets them. Three to six members of the NCATE Board of Examiners then visit the campus to interview faculty and students, and to gather additional data to evaluate the program. The team writes a report on its findings. The institution may write a follow-up report in response. All material is forwarded to NCATE's Unit Accreditation Board, which reviews the data and makes the final accreditation decision. NCATE's procedures also include an appeals process.

NCATE is the profession, setting standards for P-12 teacher preparation, holding institutions that prepare teachers accountable to the public they serve.

NCATE enjoys broad support from the entire spectrum of education stakeholders. The organization is a private, non-governmental, non-profit partnership composed of

- 30 national professional organizations representing over 3 million professionals (teachers, teacher educators, state and local policymakers, school specialists) and members of the public
- 500 accredited institutions (public and private, small and large) that produce two-thirds of the nation's new teacher graduates each year
- 2,000 volunteer professionals and members of the public, and
- 41 states that rely on NCATE to supplant or supplement state review.

This year Wilmer S. Cody, Commissioner of Education for Kentucky, chairs the NCATE Executive Board. This leadership position rotates yearly among teacher educators, teachers, policymakers and school specialists. Who is NCATE? Bill Cody is NCATE. It is Debbie Watts, chair of the NCATE Standards Committee and senior high resource teacher in Georgia; it is Jim Cooper, former Dean of the School of Education at the University of Virginia; it is Roseann Bentley, Missouri State Sen-

ator; it is Rudolfo Chavez, professor at New Mexico State University; it is LeeAnn Prielipp, teacher in Washington; it is Kathe Rasche, Dean of the School of Education at Maryville University, an independent liberal arts institution in Missouri; it is Bill Ingram, President of the National School Boards Association; it is Marilyn Scannell, Executive Director of the Indiana Professional Standards Board. NCATE is the field—not simply a Washington, DC office. Its board is selected by the field-not by the accrediting body itself.

National commissions and organizations have recognized NCATE's leadership in teacher preparation.

- The National Conference of State Legislatures recently conducted a study of NCATE and found the organization "a means for states to upgrade the quality of teacher preparation."
- The National Commission on Teaching and America's Future, chaired by Governor Jim Hunt of North Carolina, recognizes NCATE as one of the three quality assurance mechanisms in the teaching profession. The Commission recommended that all schools of education be accredited by NCATE or be closed by 2006.

What does NCATE contribute to the field of teaching, and why does it matter to the public?

- **NCATE ensures that subject matter, and how to teach it, is a priority. Teachers must know their content.** NCATE standards require the school of education to base its programs on rigorous content and teaching standards set by professional associations in each content area. Secondary teachers must have the equivalent of a major in their chosen subject. Elementary teachers are required to meet rigorous content standards. All teachers are expected to gain a firm foundation in the liberal arts.
- Teachers must know the research on effective teaching and learning. NCATE expects teacher candidates to work from a solid base of research and best practice. Professionally accredited schools of education are required to infuse the growing knowledge base about effective teaching into the curriculum. Accredited schools of education are vastly different from schools of education just 20 years ago.
- **NCATE prepares teachers for the real world. NCATE colleges and universities are expected to reach out to P-12 schools and enter meaningful partnerships with them.** NCATE standards require teachers to complete a coherent program of clinical studies that gives them supervised experience in a variety of environments and with a number of master teachers.
- **Teachers must be able to teach the diverse population of students that make up America.** NCATE is committed to preparing teachers to teach diverse students with diverse needs, mirroring American society today. Preparing teachers who are ready to teach all students is a part of NCATE expectations.
- **NCATE expects schools of education to integrate technology into instruction.** Teachers must be able to use technology in instruction. NCATE commissioned a national task force on technology and teacher preparation. The commission recommended that NCATE standards require schools of education to have a technology plan and to integrate technology throughout the curriculum so that new teachers understand how to use it as a tool to promote learning by students in the P-12 system.

NCATE is on the cutting edge. NCATE is a leader in standards development and serves as a resource to states, colleges and universities, and policymakers.

- NCATE has launched NCATE 2000, a performance-based system of accreditation (see Attachment 1). By the year 2000, accreditation decisions will focus in large part on the performance of candidates. NCATE is leading specialized accrediting bodies in the development of this system. **NCATE wants to know: what does the teacher know and what can he or she do? Can the teacher meet new, performance-oriented state licensing requirements? Can he or she teach effectively? Has the college prepared teachers well? Should it be accredited?**
- NCATE has produced new standards for professional development schools. Professional development schools are cutting edge partnerships of colleges and universities and P-12 schools dedicated to the clinical preparation of new teachers, P-12 student learning, and the professional development of all teachers. These standards are moving the field forward in the area of clinical preparation.
- NCATE shares standards for teacher preparation with states. Many states now use NCATE standards when they evaluate programs. States see the value in the NCATE standards developed through nationwide professional consensus. Increasingly, states are delegating the job of reviewing individual teacher education programs, i.e. math education, to NCATE, while they focus on developing performance-oriented state licensing standards and assessments. These developments parallel the relationship of other national professional accrediting bodies to the states.

NCATE accreditation makes a difference. NCATE operates as a lever of reform. Its purpose is to stimulate institutions to grow and change. NCATE accreditation is challenging, but achievable. It is not a popularity contest.

• In 1987, NCATE's standards and procedures were redesigned. The redesign put a stop to the status quo in teacher education. Almost half of the schools that applied for accreditation, and had been previously accredited, did not meet NCATE's knowledge-base standard, which requires that candidates and faculty use research as the basis for their teaching. Consequently, one-third of the institutions were denied accreditation. Those percentages dropped dramatically after 1990 as schools began to restructure their programs to meet the standard. No one knows where unaccredited schools stand today.

• **NCATE is not a rubber stamp.** NCATE accreditation is voluntary in most states. Currently, 76 percent of the institutions that apply for accreditation for the first time under the redesigned standards receive accreditation. Six percent are accredited with stipulations, and 18 percent are denied. Approximately 85 percent of those that already have accreditation receive continuing accreditation for five more years. About 15 percent of institutions that are accredited receive accreditation with probation, which requires an in-depth visit in two years to determine if weaknesses have been remedied. Institutions that are denied accreditation can and do try again, and many are accredited after weaknesses are corrected.

Considering these statistics, it is not surprising that some schools do not want to be reviewed by NCATE.

The Role of the State and NCATE

NCATE confers accreditation status only on institutions that meet professional standards. It is a status that all schools of education do not meet, and one reason why we cannot yet guarantee that each child will be taught by a qualified teacher.

About 500 institutions producing approximately two-thirds of the nation's new teacher graduates each year emphasize quality and accountability to the public through their participation in NCATE accreditation reviews. Approximately 200 of these institutions are independent liberal arts colleges and universities, many of them small.

The number of accredited teacher preparation institutions varies dramatically by state, from zero to 100 percent. More than 700 institutions with teacher preparation programs are not accredited; some are large; most are small.

Because NCATE is voluntary in most states, a few high quality and many low quality schools of education have not volunteered for review by NCATE.

NCATE renders a professional judgment about the quality of the school of education. It has no authority to close a school of education. The State is the authority that determines whether a school of education operates. States may choose to use the results of NCATE accreditation reviews to take action with regard to their institutions, and thus to upgrade the quality of teacher preparation in the state. Forty-one states now have partnerships with NCATE.

Does NCATE Make a Difference?

• A study in Kentucky of new teachers indicates that over 90 percent of new teachers feel well prepared for their roles. The study also indicates that their principals agree. NCATE standards are a major factor contributing to these positive results, since 83 percent of new teacher graduates completing bachelor's level programs, and 94 percent of teachers completing post-bachelor or master's level programs graduated from NCATE-accredited institutions in 1996. This finding contrasts dramatically with older surveys of teachers who criticized the preparation they received as being removed from the real world. NCATE has helped accredited schools of education integrate theory and practice.

• Accredited institutions provide unsolicited testimonials (see Attachment 2). NCATE has received well over 100 testimonials from institutions that attest to the value of professional accreditation and write that it has stimulated them to improve their programs.

• Linda Darling-Hammond summarizes the National Commission on Teaching and America's work:

In the past year, the Commission has conducted a number of analyses of the influence of teacher quality on student achievement. We have found that both before and after controlling for student poverty, a number of teacher quality variables are strongly related to student achievement in reading and mathematics on the National Assessment of Educational Progress, including a state's proportion of well-qualified teachers (those with full certification and a major in their field), the proportions of new and veteran teachers who are certified (positively) and the proportions who are hired without full certification (negatively). **At the same time, the most significant predictors of these teacher qualifications are (1) the proportion of Institutions that are NCATE-accredited (the strongest predictor of the pro-**

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portion of well-qualified teachers in a state), *and (2) hiring standards of school districts (the proportions who require full certification, a college major or minor, and graduation from an approved teacher education program as the basis for hiring).* As we illustrate in the Commission's follow-up report, the three states that required accreditation for all schools of education during the 1980s—Arkansas, North Carolina, and West Virginia—all experienced greater than average increases in student achievement during the 1990s. *The Commission documented how states that invested most in improving the quality of teaching over the past decade experienced the greatest gains in student performance in that period of time.*

Thus we see demonstrated a correlation between NCATE accreditation and measured P-12 student achievement. It appears that NCATE institutions prepare teachers who help students learn. (See Figure 1). This is strong evidence confirming the profession's belief that accreditation makes a difference not just for teachers but for the students they serve—just as accreditation in medicine makes a difference not only for the doctors but for their patients, and just as accreditation in engineering makes a difference not only for engineers but for the public-the users of the bridges, highways and buildings they construct.

Conclusions and Recommendations

In conclusion, NCATE's accreditation processes are intended to provide the same assurance to the public that professionally determined standards have been met as in other fields. NCATE's history is shorter than accreditation agencies in other fields such as law and medicine; the teaching profession is only now introducing the kind of quality assurance that the mature professions developed 50 to 100 years ago. NCATE schools of education have made major strides to upgrade teacher preparation and expectations for what professional training of teachers should be. Moreover, NCATE's moves, now in development, to emphasize teacher candidate performance—knowledge of the subject and ability to teach—will be consistent with the emphasis on results the public is now demanding. NCATE's links with states to assure congruence with preschool through grade twelve standards are critical.

Title II of the Higher Education Act (Improving Teacher Quality) provides funds to institutions of higher education to improve teacher preparation and to hold institutions accountable for that improvement. These are laudable goals, which are compatible with accreditation's goals. We agree that teacher education accreditation needs to be known, understood, and accepted in the way that accreditation is in other fields. We believe that the fact that this hearing is being held and that the amendment has been introduced is indicative of a desirable recognition. The National Commission on Teaching and America's Future has recommended that schools of education be accredited by NCATE by 2006 or closed. In keeping with this recommendation:

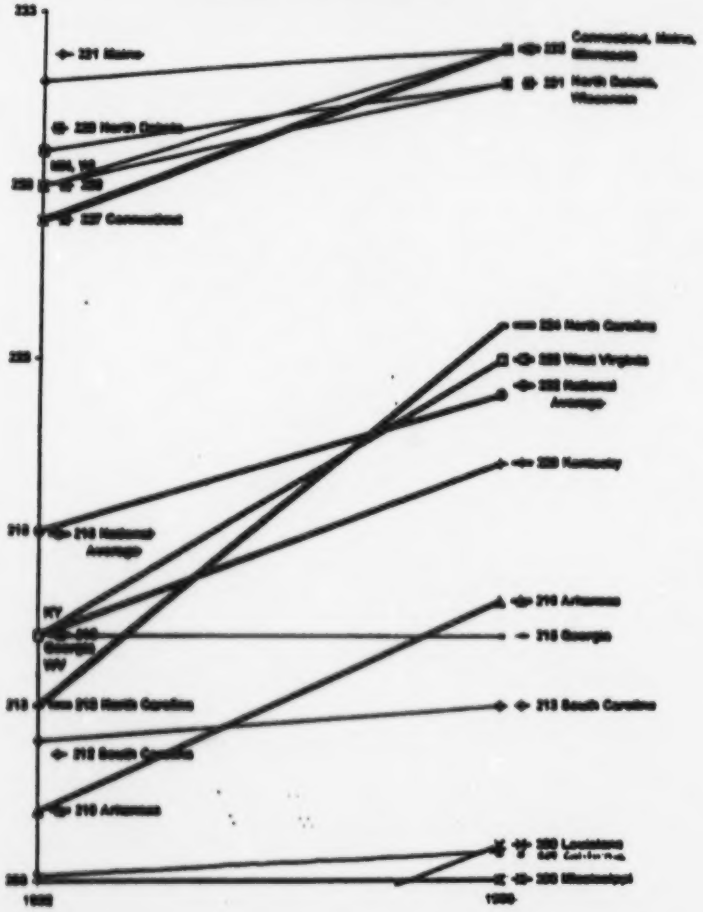
1. We would encourage moves toward accountability by asking institutions to report licensure rates. (However, current standards and enforcement vary widely. Such efforts as NCATE's State partnerships and the Council for Chief State School Officers' model state licensing project (INTASC) should be pursued to help states arrive at mutually satisfactory and more comparable standards so teacher candidates prepared in one state can be employed in others.)
2. Every state should determine how it believes professional standards should be assured in teacher preparation programs and report to the Secretary as a condition for institutional program grant eligibility.
3. Every institution could be asked to publish its standards for graduating teacher candidates, perhaps even say how they are like or unlike INTASC standards, and say what the employment record of previous graduates has been.
4. Accreditation could be required for Federal program grants and student aid at some specific date in the future.
5. Schools of education should be strongly encouraged to make use of the Act's funds to redesign their programs so that they will meet NCATE's rigorous standards.
6. Schools of education should be encouraged to design college/university-P-12 partnerships that are aligned with the Professional Development School Standards recently developed by NCATE.

There is precedent for Senator Bingamans Amendment. PL 101-476, The Individuals with Disabilities Education Act, stated:

The Secretary shall ensure that grants are only made under paragraph (1) to applicant agencies and institutions that meet State and professionally recognized standards (emphasis added) for the preparation of special education and related service personnel unless this grant is for the purpose of assisting the applicant agency or institution to meet such standards.

This provision was continued in P.L. 105–17. Thus the precedent of professional accountability for the receipt of some funds by schools of education has already been set and should be continued.

Figure /
State Trends in Mathematics Achievement, Grade 4
(NAEP scores, 1992-1996)



Source: U.S. Department, National Center for Education Statistics, NAEP 1996 Mathematics Report Card for the Nation and the States, Table 3.3, p. 30.

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Attachment 1

Plans for "NCATE 2000" Launched:

Performance-Based Accreditation Central Feature

Examiners Will Judge Candidate Performance

Washington, DC—Teacher candidate performance—not just curriculum and other input measures—will be evaluated by on-site examining teams as part of a new performance-based system of accreditation in teacher education being developed by the National Council for Accreditation for Teacher Education (NCATE). NCATE announced today that it is committed to building such a system by the year 2000. The system would be the natural evolution of several strands of development begun by NCATE in the early 1990s. It will include the following components, and place NCATE at the leading edge of practice in specialized accreditation:

- The central feature of the system will be performance-based standards for accreditation. Accreditation decisions will focus increasingly on the performance of the institution and its candidates, and less on input and process measures. More emphasis will be placed on the quality of candidate work, candidate subject matter knowledge, and demonstrated teaching skill.

A key question for those setting the standards and for those evaluating schools, colleges, and departments of education will be: What do candidates know and what can they do when they graduate from initial and advanced teacher preparation programs? Do they know their subject matter and can they teach it effectively? The answers will play a significant role in accreditation decisions.

- Standards for accreditation will be increasingly compatible with standards for P-12 education, model state licensing standards, the standards for advanced certification of the National Board for Professional Teaching Standards, and the standards of specialized professional associations with NCATE-approved curriculum guidelines. Teachers will be well prepared for licensing, National Board certification, and most importantly, will be prepared to help schoolchildren meet rigorous new achievement standards.
- Review of the school, college, or department of education will be linked even more closely with review of individual programs, so that subject matter/content standards will play a more prominent role in accreditation decisions.

Institutions will be involved at each step of the way in the development of the standards, since in a performance-based accreditation system, institutions will be expected to have evidence of the assessments of candidate performance easily accessible. This new expectation will drive changes in the structure of teaching and learning within teacher preparation programs. Longitudinal performance assessments will most likely become the norm, as institutions examine the progress of candidate performance more closely during their clinical preparation. This means that clinical preparation will need to be given greater attention, as the clinical portion of candidate education is the definitive demonstration of competence in the classroom.

NCATE will engage in meetings, commission papers, and hold hearings on the proposed new standards before and after they emerge in draft form. Close coordination with the states is needed since NCATE has partnerships with 40 states at this time. Many states are moving toward performance-based licensing systems.

The standards for accreditation and licensing should be closely aligned, to assure that new teacher candidates are prepared for successful teaching of increasingly rigorous standards for P-12 student learning. Since states are requiring evidence of candidate performance on licensing examinations, those results will be one form of evidence NCATE can use in its accreditation system. In addition, NCATE and its specialized professional associations will collaborate to strengthen the completeness and value of assessments used in teacher preparation.

Likewise, NCATE's standards that apply to advanced programs should be closely aligned with the propositions of the National Board for Professional Teaching Standards. Linking preparation with Board certification will require program change at many institutions.

In addition, a related NCATE project under development now focuses on the improvement of clinical education teacher candidates receive. New draft standards for professional development schools have been developed under the aegis of NCATE's Professional Development School Standards Project. They will be pilot-tested by interested institutions during the next several years to determine their usefulness and

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validity. These draft standards will contribute to the national discussion about best practice in clinical experiences in teacher preparation.

Too, just as technology is moving from the periphery to the center in P-12 education, so must it move from the periphery to the center in candidate preparation. In 1995, NCATE introduced technology expectations for schools of education. In the year 2000, NCATE will introduce its latest set of accreditation standards that will raise the bar for the use of technology in teaching and learning in schools of education. Not only will technology alter the teaching and learning process, it will alter the way accreditation is implemented. Technology will help accomplish the new demands of a performance-based accreditation system.

NCATE acts as a lever to raise the standards for teacher preparation across the nation. It is the professional accrediting organization for schools, colleges, and departments of education in the United States. NCATE accredits 500 educational units at colleges and universities. NCATE-accredited institutions produce approximately two-thirds of the nation's teaching force. For more information, contact NCATE at 202/466-7496; e-mail: ncate?ncate. org: or visit NCATE's web site, which contains a list of NCATE-accredited institutions, at http://www.ncate.org.

Attachment 2: Testimonials

"Your accreditation efforts and your work with our Professional Standards Commission has been a vital link in ensuring that Georgia has the best teachers possible. Please continue to keep me up to date on NCATE's activities."

Sell Miller
Governor, State of Georgia

"Since the initial accreditation, we have benefited by the ongoing processes of self-study and review preceding the continuing accreditation visit. Once again, the accreditation process has strengthened our programs and helped us to prepare high quality teachers, counselors, and administrators in a region in which they are needed."

Norman Adrian Wiggins
President and Professor of Law
Campbell University
Buies Creek, North Carolina

"As we at the University work to provide the citizens of Rhode Island with the best possible public education, we are always cognizant of the role you play in ensuring that we fulfill that mission. I deeply appreciate the effort your accrediting agency expends to maintain high standards. Please extend my appreciation to all the members of the Unit Accreditation Board for their dedication and collegialit."

M. Beverly Swan
Provost and Vice President for Academic Affairs
University of Rhode Island
Kingston, Rhode Island

"I would like to express sincere thanks and appreciation to the BOE team for its individual and collective competence, thoroughness and consummate professionalism. Those of us firmly committed to the NCATE goals, standards and processes were honored to have been visited by such an exemplary group of professional peers. Our programs, faculty, and students surely have grown and benefited from our commitment to the NCATE process."

Fred J. Condos
Chair, Department of Education
Valparaiso University
Valparaiso, Indiana

"I would like to express my sincere appreciation for the excellent visit that we had and for the professionalism of all of the members of the BOE team. The data collection by the members of the team was thorough and the BOE-report accurately reflects the findings.

Dennis W. Sterner
Dean, School of Education
Whitworth College
Spokane, Washington

"The NCA TE review Was a wonderful experience for this School, its faculty, and its students. You should be proud of the wonderful preparation the team members exhibited and their general spirit of goodwill and professionalism."

Corrine McGuigan
Dean, School of Education
Gonzaga University

Spokane, Washington
"We appreciated the professionalism of the Team selected by NCATE . . . we are grateful for NCATE's leadership and vision. Clearly, the mission is a worthy one—and one that must be joined by many if we are to succeed."
Gustavo A. Mellander
Dean, Graduate School of Education
George Mason University
Fairfax, Virginia
"We found the (NCATE) visit and the resulting document to be professional, thorough, and fair. Based on my dozen or so NCATE visits as a member of a BOE team, I believe—and the reaction here is universally in keeping with my assessment—that this team was especially strong and effective."
Robert C. Small, Jr.
Dean, College of Education and Human Development
Radford University
Radford, Virginia
"I am writing to you because the National Council for Accreditation of Teacher Education five-year continuing accreditation visit ranks' very high as a positive and most beneficial experience for us. I am a strong advocate of program approval which results from thoughtful visits under the leadership of NCATE. It seems to me that the visit this Spring was especially well done. The Board of Examiners Team assembled was highly qualified and conducted its inquiry in a most professional manner. As its leader, Dr. Martha Bagley was quite effective in setting the tone for the Team which pervaded all of its work: a tone of competence and genuine concern for high quality teacher preparation."
Bailey W. Jackson
Dean, School of Education
University of Massachusetts—Amherst
Amherst, Massachusetts
"Small as Niagara University is, the NCATE staff in the Washington office, yourself included, have always been most gracious in responding to our inquiries and in offering invaluable assistance during the periods when we were preparing for NCATE re-accreditation. Niagara University values its association with NCATE and makes no hesitation to encourage other small institutions to seek its accreditation. Its value is not just in the prestige it brings to an institution. It is the direction and assistance that it gives to an institution in its pursuit of self improvement."
(Rev.) Daniel F. O'Leary
Dean, College of Education
Niagara University
Niagara University, New York
"We appreciate and welcome the thoroughness of the Board of Examiner's recommendations and remain committed to dialogues with colleagues internal and external to the unit to help us build on the identified strengths and to overcome critical weaknesses. We reiterate our unwavering commitment to the philosophical tenets, and thoughtful implementation of the NCATE Standards, the guidelines of the pertinent learned societies, the Pennsylvania Standards, and the referenced Penn State Imperatives for our teacher preparation programs. Collectively, they represent unifying undergirding characteristics fully in harmony with Penn State's land-grant mission expressed through its programs of teaching, research, and service."
Rodney J. Reed
Dean, College of Education
The Pennsylvania State University
University Park, Pennsylvania
"The overall process has been of immense value to the College of Education and Human Services. We look forward to building upon this experience to strengthen our program even further."
Charles R. Duke
Dean, College of Education and Human Services
Clarion University
Clarion, Pennsylvania
"I would like to express appreciation for the professional behavior of the BOE team. Both as a team and as individuals, one could not have asked for more cooperative, helpful, and professional individuals. Under the leadership of Dr. Jayne Meyer, the team functioned in an orderly and progressive manner. Administrative personnel, faculty, staff and students were most impressed with the thoroughness, efficiency, and effectiveness of the team as it validated our institutional report. The visit was a most rewarding and beneficial experience for our professional education faculty and for the institution as a whole."

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Don L. Roberts
Chair, Education Department
Evangel College
Springfield, Missouri

"When I assumed the position of Acting Dean in July of 1992, I faced the NCATE process with trepidation and rightly so. However, the process itself has led to a tremendous revitalization. It has enabled us to form a deeper sense of community within the College, and more importantly, to the larger University. It has created such visibility for our programs that our students and faculty are receiving the accolades they deserve. It is not without some apprehension that I send this document, but it is also with gratitude. While NCATE may be a lot of work, it is labor that has borne much fruit. It has strengthened the bridges within the College, the University, and to the K-12 regional community. I would also be less than honest if I did not acknowledge that some of those bridges badly needed repair. Regardless of the outcome, the bridges will be standing long after your visit."

H. Mitzi Doane
Acting Dean, College of Education and Human Services Professions
University of Minnesota
Duluth, Minnesota

"Bethany College would like to recognize the professional manner in which the team functioned during its stay in Lindsborg. The interactions between the team and various groups and individuals reinforce the high ideals and expectations of the profession."

Sterling O. Benson
Chair, Education Department
Bethany College
Lindsborg, Kansas

"Voluntarily presenting one's programs for national accreditation is a professionally challenging experience. At Dakota State University, the faculty found the self-study process to be insightful helpful in identifying current and future directions, and in formulating strategies to achieve them."

Patricia T. Whitfield
Dakota State University
Madison, South Dakota

"I have received the NCATE Board of Examiners Report for the re-accreditation evaluation of the Boise State University College of Education. I have circulated copies of the report to the President, Provost, Academic Dean, and Department Chairs in the College of Education. I am pleased to report that there was a uniform positive response to the BOE Report. The consensus was that the report was thorough, accurate and reflected the care that the NCA TE Team exercised in evaluating our teacher education program. In fact, the BOE Team who visited our campus was the finest that I have ever experienced during my many years in higher education. Professor Walter McIntire of the University of Maine conducted a "State of the Art" re-accreditation evaluation.

The Teacher Education Faculty and Administration all agree that the BOE Report was an accurate assessment of our programs. The College of Education agrees with the areas that the Board of Examiners identified as in need of continued work.

After a few years of anxiety regarding the new NCATE standards and the re-accreditation process, I am delighted to report how satisfied we are with the new standards and the new re-accreditation process. Congratulations to all of you who worked so hard to revise and implement the new NCATE standards and procedures. Please share our compliments with the outstanding BOE Team who visited our campus. President Ruch also sends his compliments to you and your fine staff at NCATE."

Robert D. Barr
Dean, College of Education
Boise State University
Boise, Idaho

"Through the NCATE self-evaluation process, Graceland has improved its education programs."

Mary Jean Jeanse
Director of Teacher Education
Graceland College
Lamoni, Iowa

"Ohio's State University Education Deans (SUED) would like to go on record in support of NCATE as a prerequisite for licensure in our State of Ohio, and that State Standards should focus on licensure rather than program approval. SUED's commitment to standards with excellence compels us to take this position."

Louis A. Castanell
Chair, College of Education
University of Cincinnati
Cincinnati, Ohio

"First, let me say on behalf of all of my colleagues in Teacher Education and indeed all of us at Northeast Missouri State University how very impressed we were with the thoroughness and professionalism of our BOE Team. The team arrived early, worked diligently, and did a splendid job of looking into every aspect of our innovative new Master of Arts in Education program."

Miles H. Lovelace
Professor and Head
Northeast Missouri State University
Kirksville, Missouri

"I was especially impressed with the high quality of the standards that are now being used to assess the performance of colleges of teacher education. Personally, I am excited to see that our own College of Education will be held to these high standards, especially in the areas of serving the needs of diverse student populations. Also, I admire NCATE's concept of evaluation as an ongoing process which can be continually used to improve our programs. I had feared that the NCATE standards would be commonplace, at best, and nothing to look forward to satisfying. To the contrary, the new standards represent a tremendous opportunity to improve our pedagogy, especially in the area of preparing teachers to teach in the socio-economically and culturally diverse classrooms of the larger San Jose area."

Kathleen Densmore
Director of Secondary Education
San Jose State University
San Jose, California

"We appreciate the commitment and hard work of the BOE and the NCATE staff We feel that the review process has strengthened our programs and we are elated at the recommendations of the BOE."

Susan S. Batell
Dean, School of Education
Viterbo College
La Crosse, Wisconsin

"Dear Arthur: We really appreciated your visit to Western Oregon State College. The time you spent with our NCATE team and your presentation to educators in Oregon was most informative and helpful. There is no question in our minds that NCATE is in good hand under your leadership. Your responses to our questions and your presentation made it very clear how important national accreditation is for teacher education programs."

Kenneth H. Myers
Dean, School of Education
Western Oregon State College
Monmouth, Oregon

"We were impressed with the efficiency and professionalism of every member of the team. In my 32 years in education I have never seen an evaluation as comprehensive. Dr. Osness is an outstanding team chair. He is a consummate professional, very knowledgeable and objective."

Lynn H. Friable
Chair, Division of Education and Director of Graduate Studies
Georgia Southwestern University
Americus, Georgia

This is a supplement to the testimony of Arthur E. Wise, President, National Council for Accreditation of Teacher Education (NCATE) on "Better Teachers for Today's Classroom: How to Make it Happen," at the hearing of the Senate Committee on Labor and Human Resources held on May 7, 1998.

1) One of the issues discussed at the hearing was the feasibility of gathering and reporting test score and other data on the graduates of schools of education. Two witnesses indicated that it would be difficult, if not impossible, to gather and report such data.

This conclusion would appear to be contradicted by the experience of the American Bar Association's Section on Legal Education (the accreditation arm) and its publication, Approved Law Schools published by Macmillan for 1998. This publication, available in many bookstores, compiles and reports test score data on law school graduates.

Attached are pages 90-91 which display admissions test data, bar passage rate data, and other outcome data for a sample institution.

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Interestingly, it is the law school accreditation agency that compiles these data for all accredited law schools. It is NCATE's intention to begin to compile and report available, comparable data on graduates of schools of education starting in the year 2000 when NCATE's performance-based accreditation system goes into effect.

2) The use of specialized accreditation as a gatekeeper to federal funds has ample precedent. The Accreditation and Eligibility and Determination Division of the U.S. Department of Education maintains a record of these linkages since the U.S. Department of Education "recognizes" only accreditation agencies which are gatekeepers to federal funds.

ALABAMA, UNIVERSITY OF

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ABA Approved Since 1926

The Basics

Type of School: PUBLIC	First-year entrance class: Fall: 197
Application deadline*: 3/1*	Student housing: No
Application fee: $35	Part-time: No
Financial Aid deadline*: 3/1	Tuition: Resident*
Student faculty ratio: 19.3 to 1	

*Approximate

Faculty

	Men		Women		Minorities		Total
	#	%	#	%	#	%	
Full-time	18	75	6	25	1	4	24
Other full-time	0	0	0	0	0	0	0
Deans, librarians, & others who teach	3	100	0	0	1	33	3
Part-time	17	74	6	26	3	13	23
Total	38	76	12	24	5	10	50
Deans, librarians, & others who teach < full	1	100	0	0	0	0	1

Library

# of volumes & volume equivalents	348,166	# of professional staff	7
# of titles	75,312	Hours per week with professional staff	57
# of serial subscriptions	3,008	Hours per week without professional staff	53
Study seating capacity inside the library	589	# of student computer work stations the entire law school	58
Square feet of law library	68,900	# of additional network connections	0
Square feet of entire main Library	75,982		

Curriculum

	Full Time	Part Time
Typical first-year section size	94	0
Is there typically a "small section" of the first year class, other than Legal Writing, taught by full-time faculty?	Yes	No
If yes, typical size offered last year	16	N/A
# of classroom courses taught beyond 1st year curriculum	83	0
# of upper division courses, excluding seminars, with an enrollment:		
Under 25	36	0
25 - 49	28	0
50 - 74	13	0
75 - 99	8	0
100 +	4	0
# of seminars	17	0
# of seminar positions available	284	
# of seminar positions filled	183	0
# of positions available in simulation courses	272	
# of simulation positions filled	264	0
# of positions available in faculty supervised clinical courses	72	
# of fac. sup. clin. positions filled	52	0
# involved in field placements	38	0
# involved in law journals	85	0
# in moot court or trial competitions	114	0
# of credit hours required to graduate	90	

Enrollment & Attrition

	Full-Time							Part-Time							Attrition			
	Men		Women		Minorities		Totals	Men		Women		Minorities		Totals	Academic	Other	Total	
	#	%	#	%	#	%	#	#	%	#	%	#	%	#	#	#	#	%
1st Year	111	57.3	82	42.3	11	5.7	193	0	0.0	0	0.0	0	0.0	0	2	14	16	8.3
2nd Year	101	56.7	77	43.3	19	10.7	178	0	0.0	0	0.0	0	0.0	0	1	3	4	2.2
3rd Year	113	62.1	69	37.9	22	12.6	182	0	0.0	0	0.0	0	0.0	0	0	0	0	0.0
4th Year								0	0.0	0	0.0	0	0.0	0	0	0	0	0.0
Total	325	58.0	228	41.3	52	9.6	553	0	0.0	0	0.0	0	0.0	0	3	17	20	3.5
JD Degrees Awarded	102	55.7	76	41.3	22	12.0	184	0	0.0	0	0.0	0	0.0	0				

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ALABAMA, UNIVERSITY OF

GPA & LSAT Scores

	Full Time	Part Time	Total
# of apps	798	0	798
# admits	304	0	304
# of matrics	189	0	189
75% GPA	3.66	0.00	
25% GPA	3.16	0.00	
75%-LSAT	159	0	
25% LSAT	153	0	

Tuition/Living Expenses

	Resident	Non-resident
Full-Time	13,570	27,713
Part-Time	20	20

Estimated living expenses for Singles

Living on campus	Living off campus	Living at home
17,574	18,330	16,494

Career Placement

	Total	%
Employment status known	178	98.9
Employment status unknown	2	1.1
Employed	159	98.9
Pursuing graduate degree	6	3.4
Unemployed seeking employment	9	5.1
Unemployed not seeking employment	1	0.6
Type of Employment		
# employed in law firms	96	60.4
# employed in business & industry	13	8.3
# employed in government	16	10.1
# employed in public interest	3	1.9
# employed as judicial clerks	27	17.0
# employed in academia	4	2.5
Geographic Location		
# employed in state	124	78.0
# employed in foreign countries	2	1.3
# of states where employed	13	

Financial Aid

	Full-time		Part-time		Total	
	#	%	#	%	#	%
Total # receiving grants	123	23.1	0	0.0	123	23.1
Less than 1/2 tuition	33	6.2	0	0.0	33	6.2
Half to full tuition	49	9.2	0	0.0	49	9.2
Full tuition	23	4.3	0	0.0	23	4.3
More than full tuition	18	3.4	0	0.0	18	3.4
Median Grant Amount	$ 5,000		20			

Refunds

Refunds of Admissions or Seat Deposit prior to commencement of classes? No

Refunds of Pre-paid tuition prior to commencement of classes? Yes

If yes, fully refundable before the start of classes? Yes

Joint Degrees Offered

MBA/JD

Advanced Degrees Offered

LL.M. In Taxation
M.C.L. Comparative Law
LL.M. General

Bar Passage Rate

Jurisdiction	AL
# from school taking bar for the first time	177
School's pass rate for all first-time takers	90%
State's pass rate for all first-time takers	83%
State's pass rate for all first-time takers from ABA approved law schools	90%

Alabama

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The CHAIRMAN. Dr. Warren, please proceed.

Mr. WARREN. Thank you.

I suppose I am the representative of teacher education today. My name is Donald Warren, and I am university dean of education at Indiana University. I am testifying today on behalf of the Teacher Education Accreditation Council, TEAC, a new accreditation body in teacher education, the Council of Independent Colleges, and the National Association of Independent Colleges and Universities.

I have been directly involved in teacher education and teacher preparation for over 30 years, either as a faculty member or as an administrator. My current position gives me responsibility in teacher education on the eight campuses of Indiana University. One of those campuses, the oldest, at Bloomington, is annually the largest producer of new teachers in the State. Our graduates qualify for Indiana licenses at the rate of 90 to 100 percent. Roughly 25 percent of them also seek and secure licenses in other States.

These successes do not satisfy us. We are quite concerned about the few who do not satisfy the license requirements, but we are even more concerned about the fact that we need to be engaged in a process of continuous program improvement, and thus, despite these successes—perhaps because of these successes—we are currently engaged in a major comprehensive reform of our teacher education program, mainly because we think teacher education programs always must be in that kind of process.

The point is to have good teachers, but always working to achieve that goal.

Given this brief introduction, I want to quickly touch on four points—and I am speaking from the experience of a teacher educator, if you will, an administrator of teacher education.

First of all, to achieve quality teachers requires more than to have them pass certain kinds of external examinations, even license examinations. High-quality teachers, of course, need to know content. We know from research that the best way to raise the achievement levels of students is to increase their participation in advanced placement and honors courses. The literature is very clear about that, and if we are going to increase that kind of participation in high schools, then we have got to have teachers who are able to teach such courses. That is what Louisiana learned last year in their effort.

But in addition to knowing the content, teachers, of course, have got to be skilled in the way they teach. And now, of course, they have got to be quite capable in the area of applying technology in their classrooms.

So the matter of producing high-quality teachers is an ongoing process, it is complex, it requires certainly more than one best system approaches to teacher education.

The second point I want to make is that, of course, we need more teachers in schools, and currently, we face the difficult challenge of trying to raise standards in teacher education at the same time that we recruit more individuals into the profession. This is not an easy matter to do, and yet it is exactly the task that those of us in teacher education face.

There are absolute shortages in certain fields, well-known fields, established fields, that we need to confront. There are new fields of specialization that we need to prepare teachers for. And of course, across all fields, we need more minority teachers. Often, this is justified as a response to the needs of minority young people in our schools, but the fact of the matter is we all live in a racially and culturally diverse society, and therefore, in all of our schools, we have great need for more minority teachers.

This problem, I think, at the same time we achieve better teachers, leads me to my third point, and that is the need for improvement and accountability. There are a number of institutions that are responding to these kinds of needs. I will mention some examples of programs, all of which I think are encouraged in the current bill.

One example is partnerships between education and liberal arts faculties. A second example is programs that are designed along the concept of teacher education as a career-long process, not just pre-service. This understands the need for continuous improvement.

A third emphasis is on creative and high-end applications of technology in teacher preparation programs, often using inquiry as a teaching tool to prepare teachers for their future roles.

A fourth area that we see emerging has to do with recruitment and mentoring programs that are specifically designed for minority teachers.

None of these programs around the country follows a single model. There is great variation, and there needs to be variation in order to respond to local and State conditions, and that really is my fourth point. There is a lot that we do not know about teacher education. We know generally where we want to go—outstanding, well-qualified teachers. How to get there is a problem that we all need to be working on, and in order to get to that goal, what we need are great incentives for innovation, creativity, experimentation, and a commitment to learn from those efforts in order to guarantee that we have effective teachers in classrooms.

Thank you, Senator.

[The prepared statement of Mr. Warren follows:]

PREPARED STATEMENT OF DONALD WARREN

Thank you, Mr. Chairman, for convening this hearing. With many others across the country, I applaud Senator Bingaman's determination to raise the quality of teacher education. It is an important and timely effort, but my colleagues and I urge that he and the committee find other ways than those he has proposed to enlist the federal government in advancing the goal. I am testifying today on behalf of the Teacher Education Accreditation Council (TEAC), a new accreditation association; the Council of Independent Colleges; and the National Association of Independent Colleges and Universities.

As a faculty member and administrator, I have been involved in teacher preparation for over thirty years. My current position as university dean gives me responsibilities in teacher education on all eight campuses of Indiana University. The oldest, at Bloomington, annually prepares more new teachers than any other higher education institution in the state, an unusual commitment for a research university. The Indianapolis campus ranks third. In Bloomington, our graduates qualify for Indiana licenses at the rate of 100 percent. Typically, 30 percent also seek and obtain licenses in other states. In any given year 85-90 percent secure teaching positions. The others tend to enter graduate studies or take positions in the private sector; some are appointed as technology specialists in business organizations. These successes, while reassuring, do not satisfy us. The education faculty at the Indianapolis

campus have restructured their program to emphasize partnerships with schools in the city and surrounding metropolitan area. The Bloomington faculty are near the end of a comprehensive reform of teacher education. These initiatives respond to pressing needs in Indiana for better prepared teachers, but they also reflect the faculty's view that teacher education warrants routine and continuous improvement.

In Indiana we have almost forty teacher education programs, representing all sizes of public and private colleges and universities. With often unique missions, they serve a variety of urban, suburban, small town, and rural constituencies. At Indiana University, each of our eight programs has particular features that enable it to respond to local conditions and educational needs. We work hard to maintain this diversity because we know that in teacher education one size or program model does not fit all. Standards of quality are not at issue. We agree they must be exacting. Our aim rather is to prepare teachers who can be effective in challenging their own students to meet high expectations. Success necessitates adaptable strategies and program designs.

Two reports issued late last year underscore the complexities encountered by educators as they try to equip teachers for raising the academic achievement of American students. Submitted to the Louisiana legislature, one study examines the initial results of a state plan to provide full college tuition to students who complete advanced work in science, mathematics, foreign language, fine arts, and computer science, among other requirements. The incentive seems to be having desired effects on the rate of college attendance by high school graduates and on their preparation for higher education, but officials have learned that almost one-third of Louisiana's high schools do not offer all the courses students need to qualify for the scholarships. Basic problems have surfaced at the district level: not enough qualified teachers in the specified content areas and insufficient funds to equip laboratories, purchase computers, hire the technical staff required to install and maintain them, and provide teachers with planning time and ongoing professional development, two necessary accompaniments of enriched school-based learning. The findings point to an array of connected difficulties in teacher education, local and state policy, school funding, and even the schedule of classes that educational reform must address. Yet, the intent of the Louisiana legislation rests solidly on research. We know that one of the most effective ways to raise students' academic achievement is to increase their participation in advanced placement and honors courses.

Other complexities have been brought to light in a study on adult literacy in a sample of industrialized nations, including the United States. Amid anecdotal evidence of the embarrassing levels of adult learning among employees, one finding leaps to the fore. The report confirms that academic competence is not acquired for life. However rigorous the curriculum, high school graduates who do not exercise their mental abilities on the job find the skills atrophying. The report thus adds employers, managers, and supervisors to the cast of those needed to promote high levels of academic attainment in our society. For those of us advocating elevated educational standards in schools, the findings sound a wake-up call. Beyond meeting expectations in subject matter knowledge, confirmed by test scores and graduation requirements, students entering the work force from high school apparently need job performance skills that include sharpened intellectual curiosity, problem-solving proficiencies, and a rather fundamental love of learning to equip them for lifelong education. The report suggests that for adults, academic achievement is a matter of "use it or lose it."

We always need better teachers in our classrooms, but in today's global economy, with its advancing technology and rapid expansion of knowledge across all disciplines, the need has become acute. Meeting it requires attention to the intellectual climate of workplaces and, to be sure, the daily transactions teachers and teacher educators have with their students. They describe education as a frustrating science and disappointing art, a multilayered process through which learning can arrive unscheduled and imprecisely, students pose unanticipated questions, and pedagogies employed with desperation can amazingly work. We tap this reservoir of expertise and commitment, and the innovation it enables, by keeping the problems and possibilities of learning in schools and teacher preparation as close as we can to the point of program delivery.

We also need more teachers, and we face the difficult task of drawing them into the profession at the same time that we raise the standards of their initial and continuing preparation. Burgeoning enrollments in schools and teacher retirement rates combine to increase pressures on teacher education to meet the demand. Absolute shortages exist in established fields from prekindergarten through high school levels, and new specialties have emerged, e.g., bilingual teachers in mathematics and the sciences and teachers with expertise in applying technology in their classrooms. Across all educational levels and specializations, we lack sufficient numbers

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of minority teachers to prepare the young for success. The rationale often voiced in support of recruiting more minority teachers points to the needs of minority young people for role models in schools, but all children benefit from diversity in the teaching force, given the pluralistic character of American society. The varying local conditions require innovation and initiative by schools, teacher education programs, and state education agencies, typically working together as partners. They benefit from incentives that provide latitude and encouragement to devise locally attuned strategies targeted toward increasing the numbers of new teachers in concert with program improvements.

Accreditation has become the means for assuring the public that preparation programs meet minimal standards of quality. Dramatic changes in accreditation standards and methods of assessment, however, are underway. Regional and specialized associations in law, medicine, and business, for example, are revising their criteria and procedures to focus on the performance capabilities of graduates. Several have launched experiments to test new approaches. Standards, review processes, and decision-making structures are changing as a result of these efforts, but we cannot now predict the outcomes precisely. In this somewhat volatile mix of trial and error failures may be as likely as successes. Both can help us learn how to shift the emphasis in accreditation from intentions, even if well meaning, to student learning.

The Teacher Education Accreditation Council (TEAC) joins this dynamic environment. The formation of TEAC represents a deliberate effort to improve teacher education by placing responsibility for students' meeting state and national content and pedagogical standards squarely on the programs themselves. TEAC requirements hold institutions accountable for the rigor of their programs, for assuring the public that graduates meet high performance expectations, for learning from program successes and failures, and for providing the resources that effective teacher education requires. TEAC will approve programs that foster a culture of inquiry and innovation and demonstrate commitment to continuous quality improvement. These goals and criteria resemble in spirit and substance those being tested by other specialized associations and by regional (institutional) accreditation bodies. But for now, virtually all the experiments remain works in progress. Supported by a Department of Education grant, TEAC will begin pilot tests of its system during the coming academic year.

TEAC has received enthusiastic support from public and private higher education associations, state education leaders, and numerous teacher educators and school-based professionals. Those of us working on the plan fear the spirit of innovation and reconceptualization will be undermined by the proposed amendment to the Higher Education Act. Passage could leave the field of teacher education accreditation to a single association (NCATE) at a time when the goals of improved program quality underscore the need for multiple approaches to assessment and accountability. Currently, more than one-half of the nation's teacher education programs do not seek NCATE approval. They represent some of our most distinguished public and private institutions. Large and small, in terms of numbers of students, faculty, and teaching specializations in their programs, these colleges and universities agree on basic criticisms of the NCATE process. They view it as costly, time consuming, cumbersome, and unrelated to the goal of enhancing program quality. More typically, they describe it as a diversion of attention and limited resources from their primary responsibility to raise the performance capabilities of teacher education students.

As an alternative to accreditation, the amendment stipulates a 75 percent first-time pass rate by graduates on licensure examinations. While the requirement poses little threat to program quality, it could draw institutions into a convoluted system of record keeping, particularly those whose graduates seek out-of-state licenses. Furthermore, it intrudes the federal government upon the states' responsibility to license teachers and dilutes the purpose of the licensing process, namely, assurance of teachers' qualifications. Because licensing criteria, examinations, and cut-off scores vary widely among the states, the amendment would probably necessitate a federal monitoring system.

TEAC, CIC, and NAICU endorse the purposes of this hearing. The nation needs better prepared teachers and preparation programs that are committed to continuous improvement. Examples of such programs are emerging across the country, some at individual institutions, others representing higher education and school consortia. Among the most intriguing are those that conceptualize teacher education as a career-long process beginning with preservice preparation and emphasize collaboration among education and liberal arts faculties. Others use inquiry by teaching majors as a pedagogical tool and experiment with new ways of assessing student achievement. Several incorporate more than one of these features.

By stimulating such initiatives, the federal government discourages low achieving programs and opens them to public scrutiny. Specifically, it can encourage greater

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use of technology in teaching and learning; help attract individuals, possibly from other careers, into specializations where teachers are in short supply; provide incentives that draw more minorities into the profession; and support experimentation and research in teacher education. Federal leadership in these areas serves national priorities and state and local interests as well, and it can reinforce initiatives that demonstrate institutional responsibility for offering model programs. The Higher Education Act addresses several of these concerns. We learn from our history what the most beneficial effects of such federal education policies can be: not an enforced one-best system, but rather multiple, innovative, and locally responsive approaches to the common goal of preparing excellent teachers.

The CHAIRMAN. Thank you, Dr. Warren, and I thank all the panelists.

Senator Bingaman.

Senator BINGAMAN. Mr. Chairman, I appreciate the chance to ask a few questions, because I may have to duck out for just a moment and then come back.

Let me just start by saying that I appreciate the very good testimony. We are trying to find a way to upgrade the quality of teacher preparation, and it strikes me that we need some advice, particularly from those who say that my amendment is the wrong way to go.

In the amendment, the way I would propose—and I mentioned a modification to it—but the amendment is intended to say let us have better reporting requirements on the quality of the teachers who are turned out of these schools, let us have professional accreditation of the schools, or let us have some kind of assurance that the people being turned out of these schools can pass the necessary licensing exams that are provided by the States.

Dr. Hartle, I understand you are opposed to all of those as Federal requirements. What would you suggest we do?

Mr. HARTLE. Well, I am firm believer in the value of disclosure, Senator, and I think that the Federal Government could and should take the lead in trying to put together some ways that this information about preparation and about pass rates on licensure examinations could be made public. I think that that would have a very salutary effect on public discussions about what is going on in the classroom. The fact is many States already know what the pass rates are—all States know what the pass rates are—of many of their in-State graduates on State licensure exams, but they simply do not publish that data. One can imagine that the publication of said data would cast a great deal of attention on the issue.

Senator BINGAMAN. In the case where pass rates are very low—and in my opening statement, I mentioned 40 percent of the students coming out of a particular institution with degrees in education are able to pass the State licensing exam—isn't that a reason for the Federal Government to be concerned?

Mr. HARTLE. Of course. A pass rate of 40 percent on a State licensure examination is not an acceptable figure. I doubt seriously if there are very many schools that would have a pass rate anywhere near 40 percent after the students had had two opportunities to take the test.

Senator BINGAMAN. Do you think 75 percent is reasonable?

Mr. HARTLE. I do not know, and that is part of my concern. We do not know what is reasonable.

Senator BINGAMAN. But you say the States do have these pass rates——

Mr. HARTLE. The States do have them.

Senator BINGAMAN [continuing]. So they ought to know what is reasonable.

Mr. HARTLE. States do have it, and the organization that produces the most commonly used teacher test has it, too. But we do not have that data. No one has seen that information yet.

Senator BINGAMAN. I am not in the education business, but it strikes me that any organization that does not make some effort to determine the quality of the end product that they are turning out in terms of how well is this end product performing the service that it was produced to perform—we have a problem there. If we do not have that information, doesn't that say something about the breakdown of the system?

Mr. HARTLE. I have absolutely no disagreement with what you have said. As I indicated, I think we can and should do a much better job of collecting and publishing just that sort of information. Where I disagree with you respectfully, Senator, is attaching rather severe consequences to it, like pulling Title IV student aid funds out of the institution. I realize you are changing your proposal, and you have indicated that that is one of the things that you are looking at, but I do not have an updated copy of it.

So I agree with you very strongly in part and would respectfully disagree in part.

Senator BINGAMAN. Ms. Haycock made the point, and I certainly agree with it, that unless we do something to use the very substantial Federal investment that we are making in this area as an incentive—you can call it a carrot, call it a stick, call it whatever you want—but if we do not say you have got to demonstrate some level of success if you are going to continue to get these large sums of money into your institution, I think we are shortchanging the taxpayers on that.

Let me ask Ms. Haycock if she has any thoughts on any of the rest of the testimony you have heard.

Ms. HAYCOCK. Well, as you know, Senator, I agree very much with your perspective on this. I think that the reporting requirements are important, and they alone will help to accomplish what you are trying to accomplish, which is to get the attention not just of the education deans, but of college presidents and arts and science faculty members whose efforts are essential to correcting this problem.

I believe, however, that our experience teaches us that unless you convince them that you are dead serious about this—which, I would argue, you can do only by saying if you do not do the work that it takes to produce competent teachers, we will no longer subsidize what you do—so I guess I would argue as forcefully as I can that reporting requirements are insufficient, that if you want to demonstrate your seriousness and get real attention and work from colleges and universities, you have got to tie it to the resources that you have available in Title IV.

Senator BINGAMAN. Dr. Warren, let me just clarify what I understand your concern is here. You are afraid that the amendment that I have proposed would somehow or other lock in NCATE as the only accrediting organization. Is that right?

Mr. WARREN. I understand from your opening statement that you are changing the wording somewhat.

Senator BINGAMAN. I do not think the amendment provides that. I think the amendment says that in order to continue to receive the Federal funds this way, you have got to demonstrate that you have been approved by an accrediting agency, NCATE or some other accrediting agency, or that at least 75 percent of the students are able to pass the State licensing exam.

Mr. WARREN. Currently, Senator, there is only one approved accrediting agency in teacher education, and it is NCATE. We expect TEAC to be approved, but TEAC will begin its pilot test this fall, with the help of a Federal grant, I hasten to add, but that does not give us the kind of approval that you have stipulated. So that currently, there is only one specialized accrediting agency in teacher education, and I would think that for at least a year or two, that will be the case.

TEAC has no direct quarrel with NCATE, but it is true that the majority of teacher education programs in the United States do not submit to NCATE accreditation or do not hold NCATE accreditation, and they include some of our most distinguished public and private institutions. And representatives of those institutions would at least raise a doubt about whether there is some kind of correlation between NCATE accreditation and assurance of high quality.

Senator BINGAMAN. Well, presumably, those distinguished institutions you are referring to would have the ability to demonstrate that 75 percent of their graduates are able to licensed to teach, would they not?

Mr. WARREN. Let me rely on my own experience. At Indiana, we could do that. The recordkeeping process would be complex for us, particularly because we in part serve a national teacher market, so as I indicated, roughly 25 percent of our students seek license in other States, and they are really all over the country.

So it would be complicated, the recordkeeping. I suppose that what would be needed would be some kind of national monitoring that would send us the data. We do track our own graduates, and so we could eventually secure the information, but it would be complex, and that kind of monitoring costs money and takes time and could divert us from the thing that we do best, which we think is preparing high-quality teachers.

Senator BINGAMAN. But isn't that kind of monitoring done in every profession except teaching? Isn't it clear that every other profession—you can call New Mexico and ask who is admitted to practice law in New Mexico, or——

Mr. WARREN. Oh, we can do that in Indiana.

Senator BINGAMAN. So you can call each State, or you can have every State be required to provide that information to schools——

Mr. WARREN. If the State has it available; not all States do.

Senator BINGAMAN. Well, if States do not, they should, I would think.

Mr. WARREN. I certainly agree with that.

Mr. HARTLE. Senator, could I follow up on a point there?

Senator BINGAMAN. Yes.

Mr. HARTLE. In Massachusetts, a State that I had something to do with at one point very directly, there are 61 State teacher training programs, teacher preparation programs, that are licensed by the State, and eight are accredited by NCATE. The household-name schools in Massachusetts are not. Could they meet NCATE accreditation if they chose to? Yes, of course. Would they have a 75 percent pass rate on the examination? Yes, of course, they would.

Senator BINGAMAN. Then, what is the problem?

Mr. HARTLE. The question before you is whether you want to write a specialized accrediting agency into the Higher Education Act without clear and compelling evidence that teachers trained in that fashion are better than teachers who are not trained in that fashion. Some States use NCATE on a Statewide basis. They train every one of their teachers through an NCATE-approved institution.

You are saying that all of those teachers, then, are equally good. You are saying that there are no differences between those programs. You are making NCATE the arbiter of quality in teacher training.

Senator BINGAMAN. Then, you are making an argument for us dropping the option of just saying our institution is NCATE-accredited, and therefore, we do not have to demonstrate that 75 percent of our graduates can pass the licensing exams, and instead, just put in the requirement that all schools demonstrate that 75 percent of their teachers can pass the licensing exam. Would that be preferable?

Mr. HARTLE. That would be an improvement. I think that writing a specialized accrediting agency into the Higher Education Act and giving them Federal regulatory authority, Federal monopoly, will increase costs and will be very complicated.

Senator BINGAMAN. Clearly, we do not want to give them a monopoly at all, but we are just saying they are the only game in town right now; if another develops in the next year or two, terrific. But some accrediting agency ought to indicate that the school is meeting standards, or, if not, then the school itself should be able to demonstrate that its teachers are able to pass exams.

Mr. HARTLE. Sure. Let me come back to the point that if you want to make certain that the accrediting teachers trained through that are better teachers than other teachers, I know of no evidence, certainly no evidence that would withstand rigorous analysis, that makes that case. That is a very big step to take unless you have clear and convincing proof that you are buying the product that you want.

Senator BINGAMAN. Mr. Wise, did you want to comment on that?

Mr. WISE. Yes, Senator. There are 500 schools of education accredited by NCATE, a quite substantial number, you will agree. Our schools, which tend to be schools which specialize in the preparation of teachers, produce about two-thirds of the Nation's teachers. So that while there are many institutions that are not accredited, those that place a high priority on teacher preparation do seek approval.

We believe that the best reason for being accredited by NCATE is the discipline which we cause to occur within colleges of education as they seek to measure up to our 20 standards. We do not

impose uniformity on schools. We accredit schools large and small, public and private, a huge diversity of teaching practices in these institutions.

I would not want to rest the claim for NCATE only on empirical data, but there is in fact in my submitted testimony, following page 13, a rather telling graph. In the 1980s, three States mandated NCATE accreditation of all of their institutions. Those were the States of North Carolina, West Virginia and Arkansas. And interestingly, during the nineties, each one of those States experienced higher than average gain scores on the National Assessment of Educational Progress. If you look at the lines for North Carolina, Arkansas and West Virginia, you will see that they gained 11, 8, and 6 points on the NAEP score for mathematics achievement Grade 4, whereas for the Nation as a whole, the average gain was 4 points. Now, I would not want to attribute that only to NCATE, certainly, but to the fact that these States enacted an NCATE requirement along with other requirements that placed significant emphasis on improving the teaching that was occurring within those States.

Senator BINGAMAN. Mr. Chairman, thank you very much. I need to duck out, and I will be back in a few minutes.

The CHAIRMAN. Senator DeWine?

Senator DEWINE. Mr. Chairman, let me congratulate you for holding this very important hearing and also congratulate my colleague from New Mexico for focusing attention on the whole issue of the quality of teachers in this country and the education they receive.

I have an introductory statement which I would ask unanimous consent be made a part of the record, Mr. Chairman.

The CHAIRMAN. Without objection.

[The prepared statement of Senator DeWine follows:]

OPENING STATEMENT OF SENATOR DEWINE

Mr. Chairman, I would like to thank you for giving me the opportunity to offer an opening statement.

I believe there is a crisis in teacher education in the United States. To me, that means we have to look to new ideas and policies. If we are serious about restoring America as an academic power, I believe that we have to act immediately to find solutions. In the past, education reform has not been bold enough—and our children are suffering very serious consequences.

A study conducted by the National Commission on Teaching and America's Future revealed that the least qualified teachers are most likely to be found in high-poverty and predominantly minority schools. In fact, in schools with the highest minority enrollments, students had less than a 50 percent chance of getting a science or mathematics teacher who held a license and a degree in the field he or she taught.

This is a prescription for disaster on a truly national scale. With this failure of investment in properly trained teachers, we should not be surprised that students are doing so poorly on standardized tests. After all, if the teacher does not understand the subject he or she is teaching, then certainly the students will not learn what they need to know.

It is inexcusable that a country that leads the world in so many ways does not give its children the best academic resources available. The truth is, the United States will not remain a world leader unless we reverse this failure of investment—and soon.

As I said during the mark-up of the Higher Education Amendments Act, I believe that we must address teacher training by improving the *quality* of the current and future teaching force—and holding schools of education *accountable* for the teachers that they produce.

I look forward to listening to the testimony that will be presented today and I pledge that I will continue to work with the other members of this committee to develop education legislation that will benefit both our teachers *and* our children.

Senator DEWINE. Let me ask all of the panelists the same question and invite each of you to respond. I guess it is a little bigger question than I have heard a discussion about, at least so far, and I walked in about halfway through the testimony.

How are our schools of education in this country doing? I graduated from a school of education a long time ago, in 1969, at Miami University in Ohio. What difference would I see today if I went back to the school of education? How are we doing in attracting top-quality students to the teaching profession? What relevance—and several of you have touched on this, but I would like to hear from the others—what relevance is there in regard to licensing exams? We spent a lot of time this morning talking about examinations and what percentages you get that graduate. So what if you get 90 percent—what does that show? What value is that? And what doesn't it tell you?

The whole issue of accreditation—of what significance is that? What does that tell you, and what does it not tell you, when a school gets accredited under somebody's standards or it does not get accredited?

I just get the feeling that I am missing much of the picture here. We are focusing on a part of this, and I am not saying it is not relevant—it has relevance and importance, and I think we should be focusing on it some more—but what else is out there? What are we not talking about? How are we doing?

Mr. Wise, would you like to start?

Mr. WISE. I would be happy to take a first stab at it, Senator.

Senator DEWINE. It is about 20 questions, so you can answer any you want to.

Mr. WISE. Well, I will answer the first one first, with some data. There is a very direct answer to the question that you asked, having graduated in 1969. This year and last year, the State of Kentucky—in which almost all of the new teachers in Kentucky are graduates of NCATE-accredited institutions—the State surveyed first-, second-, and third-year teachers and asked them how well-prepared they believed they were by their teacher preparation experiences for their real world work in the first, second and third year of teaching. Over 90 percent of them said that they were well-prepared, but a remarkable 66 percent said they were extremely well-prepared or very well-prepared.

The same question or a similar question was then asked of the principals of these teachers, who probably graduated from colleges

of education at around the same time you did, and what they said was that the new teachers were indeed well-prepared for their work way better than they had been when they were graduating from their teacher preparation programs in the late sixties, early seventies, or what-have-you.

In terms of the quality of students who are in education, there is a lot of misinformation on that point. The fact of the matter is that education students are average students in college. Elementary—and we have data—elementary education majors are dead average on SAT scores compared with all college students. Prospective high school teachers are somewhat above average on SAT scores. So those are just the facts.

As to the relevance of the licensing exams, I personally believe that we have a lot of work to do, and our organization has been working with the States to try to improve the licensing assessment process. We and a number of other national entities, the Council of Chief State School Officers, the National Board for Professional Teaching Standards, ETS, and other entities are working to improve the assessment process for beginning teachers so that it is much more credible, so that it has the credibility of, say, the medical licensing process, which I am afraid today it does not yet have.

Finally, in terms of accreditation, your State of Ohio did a very careful study of NCATE over the last several years, and in fact, the State Board of Education has adopted a dual requirement—one, that all colleges of education be accredited by NCATE, and for those that choose not to be accredited by NCATE, the State will do its very best to apply the NCATE standards to those institutions.

Senator DEWINE. Thank you.

Who else would like to answer?

Mr. WARREN. I can respond for teacher education. I was intrigued with the earlier statement about what would happen if a teacher went to sleep for 20 years and came back, and how would the situation be different. Senator, there are some great differences, and they indicate how we are doing.

There is a great difference in the use of technology in teacher education, field experiences that come way before student teaching are now commonplace, and the curriculum is richer, more rigorous.

Are we doing as well as we should? The answer is no. Can we do better? The answer is yes. And that is what we need to work on. The way we interpret at Indiana University the relevance of the licensing exams and our pass rate, which is very high—probably the highest in the State—the way we interpret that, Senator, is that the criteria are too low.

Senator DEWINE. I am sorry?

Mr. WARREN. The criteria are too low. Otherwise, we would not be passing at 100 percent rate. That is just the way we process those data to help us work on improvement. Indiana University and all eight of its campuses are NCATE-accredited because Indiana is a partnership State with NCATE, and there is really not much choice about that. We do not draw any connection between that process and the quality of our programs.

Senator DEWINE. Ms. Haycock?

Ms. HAYCOCK. Senator, if I could, I do not spend time in education schools, but I do spend a lot of time in K-12 schools. When

Senator Jeffords opened this hearing, he reminded us that we have been working very hard since about 1983 to improve student achievement in this country, but we have been stuck. The results today are about what they were 15, 16 years ago.

Our work takes us into classrooms all across the country, working with teachers, looking at what is going on, and it is very, very clear that the thing that is getting in the way the most is teachers who do not know enough about the subjects they are teaching to get not just a few kids to high levels of achievement, but all kids to much higher levels of achievement.

I guess I wish I were as encouraged by the reports from the education schools as they are, because our experience is really quite different. With both brand new teachers and with teachers who have been around a while, the problem is very clear, and they will say it to you when you ask. When you ask, why aren't your students getting to these high standards, they will often say, "I do not even meet those standards myself."

We cannot continue to produce teachers who are just a little bit better than the ones we produced in 1960, because our goals are much higher, and we are not going to get there unless we take much more seriously the need not just to make a few changes in schools of education, but for universities more generally to take these responsibilities seriously. Only about one-third of the courses future teachers take are within colleges of education. Their math professors and their science professors need to take this equally seriously, and to do that, you need the attention of more than the education dean.

Senator DEWINE. Dr. Hartle.

Mr. HARTLE. Senator, if I could just follow up on a couple of points. I agree with Kati—I think that one of the problems we face is that an awful lot of teachers simply are not teaching in their content areas when they are in classrooms. The fact of the matter is that an awful lot of teachers are assigned to teach outside of their subject matter areas. About 25 percent of teachers are teaching outside of their subject matter areas. More than 50,000 people a year who lack the preparation required for their jobs enter teaching annually on emergency or substandard licenses; that is a very serious problem. I think that that is one reason why the Federal Government could play a very important role in calling attention to the situation in the individual States in that particular area.

An awful large number of high school students taking science classes are taught by cut-of-field teachers, the same with mathematics, the same with English. We could train teachers with Ph.D.s in English, but if they are teaching physics, the Ph.D. in English will not do them very much good.

Accreditation has been talked about a lot today. There are two kinds of accreditation that we should distinguish—regional accreditation and specialized accreditation. Regional accreditation is the accreditation of the institution as an entire unit. As Dr. Schenet mentioned on the first panel, there are six national accrediting agencies that accredit entire institutions. Many professional schools, many academic disciplines also have and participate in specialized accreditation. Those are decisions that are typically made by individual schools, they are decisions that might be made

by individual academic departments to seek specialized accreditation.

What does it mean? It usually means that they put themselves through a process to meet a series of standards established by a national organization. That is all it means.

Senator DEWINE. Would you each very briefly discuss the status of continuing education in this country? What is the quality? How are we doing? Someone who graduated 10 years ago, 5 years ago—what did they get when they got out?

Mr. WISE. Continuing education of teachers.

Senator DEWINE. Yes, right—well, let me broaden it—any kind of enhancement of the teaching ability of that teacher in the classroom, whether it is going to a special academy, whether it is going to what we think of traditional in-service training—whatever you want to call it—how are we doing?

Mr. WISE. Well, just to put it in a very comforting way to you, I would say that whatever you think of the quality of initial teacher preparation, you will think less of the quality of continuing education that teachers receive. They receive it in a variety of settings, of course, and there is growing attention to that problem on the part of school districts, on the part of States, on the part of unions and, frankly, on the part of colleges and universities as well.

We at NCATE have a major new initiative that we are carrying out with the National Board for Professional Teaching Standards, which has set high and rigorous standards for experienced and accomplished teachers. We are working with a number of institutions that wish to, to redesign their advanced master's degree programs so that the individuals who complete those programs will have more teaching-related expertise as a result of those master's degree programs, will have a more detailed study of the disciplines in which they are teaching, and will, we trust, as a result of this experience, be more likely to become one of the 100,000 and, hopefully, yet more than 100,000 accomplished teachers who are nationally board-certified.

Senator DEWINE. Ms. Haycock, do you have a comment on that?

Ms. HAYCOCK. The fact of the matter is that there is a lot of continuing education for teachers, because for the average teacher, that is how you advance through the salary schedule. The problem really is, as Art suggests, the quality of what they get. The fact of the matter is that now, you get as many salary credits in most States for taking a river rafting course or a basket weaving course as you do for something in your own field, and in fact, only a very, very small fraction of what teachers get is ongoing professional development in the subjects they are teaching. That is the tiniest fraction of what they get. So there are very severe quality problems in this field.

Senator DEWINE. Dr. Warren.

Mr. WARREN. I think you have asked the most important question that there is to be asked in teacher education—not pre-service, but continuing professional development. The kinds of programs that have been prevalent over the past 50 years, really, Senator, have been truly dreadful—and I realize that I am overgeneralizing, but it is a serious problem.

The good news is that we now have a lot of research literature that tells us where we need to go in professional development, and some of those directions have been indicated here. No more one-shot, stopgap kind of programs or experiences, but genuine programs that are ongoing, with follow-up, that are directed to school improvement plans.

Somehow, professional development and how kids actually learn and what they learn in schools need to be connected, and we know that from the research literature, and we are making progress.

Senator DEWINE. Dr. Hartle.

Mr. HARTLE. I would just associate myself with Dr. Warren's comments. I think the fact is that teachers who are seeking in-service training can get very good, rigorous, high-quality continuing education if they want to. On the other hand, as Kati mentioned, they can in some cases slide through with courses that are less than rigorous and less demanding, and a lot of it depends on what the State requirements are and what they elect to take. But I think that, as Dr. Warren indicated, there are two dimensions to this problem—pre-service, the preparation of new teachers, and in-service—they are two very different animals, and we need to do a better job in both.

Senator DEWINE. Thank you all very much.

Thank you, Mr. Chairman.

The CHAIRMAN. Thank you, Senator DeWine.

We will have to move on to the next panel because they have some time constraints, but first, I have a few questions.

It appears from an analysis of those who go to teachers colleges and finish that only a little over one-third of them actually go into teaching. Is that generally your understanding?

Mr. WARREN. It must vary by institution. Our placement rate is around 90 percent. The other 10 percent do other things. Some of them go to graduate school. It is a very high placement rate. They go into the profession. How long they stay there, Senator, is for us the troubling news. They sometimes do not stay very long—2 or 3 years.

The CHAIRMAN. Other comments? [No response.]

Mr. Wise, I note from U.S. News and World Report—that most of the Ivy Leagues and a number of others that we would consider top educational institutions do not seek accreditation from your organization. Why is that?

Mr. WISE. The schools that are at the top of that list—it is a paradox. The schools that are at the top of the list do not prepare very many teachers, and they focus their energies on research and scholarship and on the production of Ph.D.s. That is why they are called research universities, and that is why, correctly or incorrectly, they rise to the top of the list, because they have the visibility that is associated with national scholarship and national research and the production of scholars.

The schools that emphasize teacher preparation are the schools that tend to look for us for accreditation. We are voluntary. The States do review colleges of education in a mandatory fashion, and colleges are free to decide whether or not they wish to be accredited.

The CHAIRMAN. I guess I just want to leave you with a comment or two. I could come away from this very encouraged that everything is hunky-dory, things are going fine, and we can all go home and things will take care of themselves. But after 15 years, I do not seem to have that kind of confidence.

I guess I just want to make a brief statement. It concerns me that maybe accreditation does not accredit the right things, because we are still doing something wrong. I aim to find out at some point what these problems are. But I appreciate your testimony. You have given us many thoughts, and still, I remain discouraged, but I appreciate your efforts, and I thank you all very much for your testimony.

If anyone has a final comment you wish to make on my comments, please go ahead.

Mr. WISE. If I may, Senator, I would like to say that the teaching profession today is where the medical profession was exactly 100 years ago at a time when there were hundreds of medical schools, and anybody could call his or her institution a medical school. There were all sorts of medical practitioners, legitimate and illegitimate. Starting in around 1890 through 1920, the profession got a grip on itself and, through a combination of accreditation and serious State licensing, we produced the modern medical school and the modern medical profession.

That process has now begun in the teaching profession. I would date it to the late 1980s, to the beginning of that process. The reinvention of NCATE, the establishment of the National Board for Professional Teaching Standards, the initiation of the so-called Chief State School Officers INTASC project to set model State licensing standards for the States—that is all brand new, starting in the late eighties and early nineties.

So I personally am very optimistic, although we have got to be a little bit patient to get to the place where medicine arrived some 100 years ago.

The CHAIRMAN. Well, my patience is running out. Thank you very much.

Dr. Payzant, it is a pleasure to have you with us again. I look forward to your testimony.

Nancy Grasmick, the same with you; I know you have done wonderful work in Maryland, as I have watched you, and I am pleased to have you here with us as well.

Why don't we let Tom Payzant go forward. You have a plane to catch, I think.

STATEMENTS OF THOMAS W. PAYZANT, SUPERINTENDENT, BOSTON PUBLIC SCHOOLS, BOSTON, MA; AND NANCY GRASMICK, STATE SUPERINTENDENT, MARYLAND STATE DEPARTMENT OF EDUCATION, BALTIMORE, MD

Mr. PAYZANT. Thank you very much, Senator. It is nice to be here, albeit with a different hat. I am the superintendent of the Boston Public Schools, and I make my comments this morning based on a client of the teacher education institutions, with the goal of providing excellent teachers for each of the 64,000 young people in the Boston public schools.

You have my written testimony, so I would like to summarize a few points from it as well as comment on some of the things I have heard this morning.

First of all, I am unequivocal in my support for high standards for all students. That is why I am in Boston—I want 128 schools of excellence, not just a few. That means that if we are going to have higher standards for students, we must have them for teachers as well. That means extensive professional development of high quality which is focused and sustained for our existing teachers, higher standards for new teachers, and higher standards for teacher training institutions. That is all part of the solution. You just cannot look at one piece, because in order to raise student achievement, we will have to work on all parts simultaneously.

What does this mean for teachers? It means a higher level of literacy, a greater understanding in their content areas that they teach, a broader range of teaching strategies, and greater skill in classroom practice.

What does it mean for teacher training institutions? It means attention across the universities or colleges to content knowledge; and I have not heard much about this today, and I hope I can come back to it—changes in approaches to the clinical portio of teacher training, which I think is so important if we are going to meet the high standards that we must for our children.

It means the recruitment of high-quality students to programs—and this will suggest my particular interest and bias—who are going to be willing to serve in rural and urban school districts that have terrific needs for excellent teachers.

It means an understanding of and application of best practice in teacher training programs. It means strong collaboration with elementary and secondary schools. It means a clear understanding of the realities of what it is like to teach in an increasingly diverse school or classroom, in not just our cities and rural areas, but increasingly, in our suburban areas in America.

I want to be clear on accountability. I have got to be accountable in K-12 education. I am judged all the time, and the bottom line will be how well do students achieve in Boston. I know that. I have been saying for years that higher education's time will come. They have got to be accountable, too. So I applaud the spirit and intent of Senator Bingaman's amendment, which is really an attempt to deal with that accountability issue.

In perhaps a bit of a departure from the preceding panel, I am worried that we will focus on just a teacher test on content on the one hand, or an accreditation procedure on the other, that will not get to some of the critical components of what we need in good teachers. I am not against a teacher test that is a filter for basic literacy. I stand behind that fourscore, and I am worried that the new teacher test in Massachusetts on its first administration has very disappointing results—but that sends a signal.

I am a little bit leery about a single approach to accreditation. Although there is some evidence that NCATE and other accrediting groups are moving to take into account outcomes, the results of student achievement, it is a very, very slow movement in that direction, and I do not think there is a lot of evidence that it is only the quality of the staff in the institutions, the number of them, the

kind of library that the training institution has that is important; it is really what happens with the students.

So the either/or part of this worries me. If there is going to be high reliance on a teacher test—and there is recognition, I think, from Senator Bingaman that there needs to be a phase-in period—I am not sure that everybody ought to have to get a waiver to have the 4 years. There may be more of a gradual phase-in with some benchmarks along the way to get from where we are to the 75 percent, if that is the number.

And I would like to see some way to send a signal that it is not just content knowledge, it is some way to judge what teachers are capable of doing with it in the classroom, with a diverse group of children whom they will face, every one of whom has the right to expect a quality learning experience in the classroom.

I will stop there. Thank you, Mr. Chairman.

[The prepared statement of Mr. Payzant follows:]

PREPARED STATEMENT OF THOMAS W. PAYZANT

First, I want to make clear that I strongly support the idea of higher standards for the teaching profession. In Boston, as in communities throughout the Nation, the need for raising the academic standards for all children must be accompanied by extensive professional development for existing teachers as well as higher standards for new ones. Without improved teacher preparation, all of our efforts to increase student achievement will be unsuccessful. Higher academic standards for students must be accompanied by higher standards for teachers and by higher standards for teacher preparation institutions; they are all a part of the solution.

More must be demanded of teachers than ever before, because we are demanding more of our students than ever before. The basic literacy level of teachers must increase. I doubt that there is a school district anywhere in the country that does not have to deal with the fact that at least a portion of its teaching staff does not have sufficient literacy skills to teach to the new levels required by higher standards. Teachers must also have a greater understanding in the content areas of their subjects. They must have a greater range of teaching strategies than ever before, because the old "chalk and talk" approaches will not address the different learning styles of more diverse student populations. Too few higher education institutions are dealing with these issues.

Teacher training needs to involve higher quality clinical experiences that prepare teachers for the challenges of motivating and engaging students in active learning where all children are expected to perform to higher standards and be able to demonstrate that they can apply what they are learning.

Massachusetts is one of a growing number of states that has established a test for teacher certification for new teachers. The results of the first year were very disappointing. This points to an urgent need—higher education institutions must ratchet up their standards of performance.

In Boston, we expect that as many as half of our teaching force may turn over in the next five to ten years. I suspect that this is comparable to school districts throughout the country. This is a huge challenge for us; we are all going to be competing for the best prepared teachers over the next few years.

Perhaps the greatest need we face is to provide high quality practical teaching experiences for teachers in training. This is a place where there may be a federal role—through the encouragement of high quality teaching internships that are paid for at least in part through federal incentives. Many candidates entering teaching cannot be unemployed for four years of college. With well-structured internships that could begin during the final year of undergraduate study and continue during the first year of full-time teaching, graduates could enter the profession with considerable first-hand experience and support. Higher education institutions would welcome this kind of incentive.

The amendment also stipulates that colleges will lose funds unless 75 percent of their graduates pass a state certification test "on their first attempt." I am not sure about the intent of this; while I strongly support rigorous exams for teachers as well as students, this "first attempt" stipulation has a punitive feel to it that I am sure was not intended by Senator Bingaman.

There needs to be a "buffer period" before the high stakes measures such as withholding funds are put to use. We have to learn how good the tests are first. We cannot hold institutions accountable until they have been given a reasonable period of time to revise their curriculum and assessments. We are doing that in Massachusetts now as part of the implementation of new tests for students; districts will have five years to prepare and realign instruction.

I have done a quick reading of the amendment proposed by Congressman Miller. This amendment addresses many of the issues that need to be considered and includes provisions on recruitment, internships, loan forgiveness and other forms of incentives for teacher preparation as well as more of the reporting mechanisms that might be useful to a local district.

Higher standards, whether for student performance or the performance of their teachers, must be a national goal for everyone committed to supporting public education. Most communities are just beginning to struggle with this issue. Higher standards will not be achieved just by passing demanding standards or tough-minded policies. While we all need to get tough on standards and apply pressure to teacher preparation programs to be accountable, our strategic thinking should not begin by considering sanctions against those who fail.

If we've learned anything in education in the last few decades, it's that rewards for improved behavior and performance work much better than negative consequences. If we are going to consider sanctions, it should be as part of a broader package: one that includes achievable incentives for those who are willing to take the risk of a higher level of success, as well as a sanctions for those who are given a chance to meet higher standards but are unwilling or unable to do so.

The CHAIRMAN. Thank you. If you do not mind, Dr. Payzant, I will pursue some questions now, because I am sure that if we continue the way we have been going this morning, we will probably just barely get you on the plane.

I want to ask a question that is I think very relevant, but perhaps not one which might be expected. In our Nation, when we compete in the math tests, for instance, worldwide, our best students come in at the top or very close to the top. So we know that when our kids get a proper education in that area, they do as well or better than anybody else in the world.

On the other hand, in the tests that test the general education of our young people, they are either the worst or close to the worst in the industrialized world. A lot of this has to do with things other than teaching, I think, and I would like your comments on how we can compensate for this.

For instance, the number of school days for our students is about 40 fewer than European and Asian students, and in the case of China, 50 to 55 days fewer. The Chinese students graduate at age 13, and therefore, they have all their math right up to snuff. In the only one international test that they have competed in, they came out way ahead of any other Nation.

Also, in our country, we have a longer gap—30 days is the common gap in Asian and the European nations; ours goes up to 90 days—when the studies show that retention goes way down after 30 days. Our school days are shorter. The homework we give our kids is much less than the European and Asian nations, and most of our young people spend most of their time watching television.

With all of these disadvantages, are our kids going to be able to compete? Will we have to make some structural changes before we can get any improvement—because as far as I can tell we have not seen any improvement in 15 years.

Mr. PAYZANT. I think we have got to make some structural changes, but we have got to make some qualitative changes regardless of what the structure of the schools may be. And while I am very supportive of extended school day programs and different and

higher-quality summer programs for students, I think we have got to focus on what we are doing with the 6½ hours that we have most students right now as the core of the problem and the issue, and that comes back to the quality of teaching and learning going on in those classrooms. It does not do any good to do more from 3 to 5 of what is not working between 9 and 3. So it has got to be qualitatively different from the standpoint of the content that the students are getting, the clear expectations, high expectations for the students, a staff in the school working not as 30 individuals in their own classrooms, closing their doors, but as a collective body of professionals around three or four focal points in the school—literacy, good mathematics, science, the arts—and an assessment system that is really aligned with what it is we expect teachers to teach and students to learn. It has got to be the package, and it has got to be qualitatively different in the 6½ hours as well as moving that qualitatively different approach to the extended day and summer.

The CHAIRMAN. Do you think our students could compete with those disadvantages, structurally, and that we do not need to change that?

Mr. PAYZANT. No—I think we have absolutely got to change them, and that is one of the things—the thing—that I am focusing on in Boston. But it is not good enough just to say we are going to have small learning communities in high school and then not do anything qualitatively different with the curriculum and the teaching practice.

The CHAIRMAN. What are you doing with respect to in-service training? I have spoken with a large number of teachers around the country, and they say, "New standards? I do not even know what they are. Nobody has told me what the new standards are. I am still having a hard time teaching the old standards. We have not gotten around to talking about the new standards yet."

Is that a problem?

Mr. PAYZANT. It is. I would characterize our approach to professional development in three ways. One, we let individual teachers decide what they need and go off and get it—they may take a course or a workshop that the district offers, or the local college or university, or one that some independent agency provides, or independent study.

The second is what I call the systemwide professional development efforts, where you get a day or two or three during the year and convene all the teachers around the district for the one shot—everything you need to know about the new math program in 4½ hours and a longer lunch.

And then, what I think is the essence of what you have got to do is that you have got to have a school-based professional development program where the entire staff is committed to working together on something that is really focused for that particular year around the school's plan for change and improvement of student achievement.

In Boston, that is where we are moving. We cashed in a couple of professional development days and now have 18 hours of professional development time, which is not much, but it is a step in the right direction, where individual school staffs and principals decide

how they are going to use those 18 hours in the course of the year around their whole school change efforts, focusing on teaching and learning and impacting instructional practice in the classroom, at the school, with coaches and others brought in based on best practice. I think that that is what we need to do with a professional development model.

The CHAIRMAN. Thank you.

Senator Bingaman.

Senator BINGAMAN. Thank you very much, Mr. Chairman.

The CHAIRMAN. Dr. Payzant will have to leave at around 12:30.

Mr. PAYZANT. Well, I have to be out the door by 12:40.

The CHAIRMAN. All right.

Senator BINGAMAN. I will make mine short. I was just going to ask a question of Dr. Grasmick about Maryland's situation. You have passed this bill in Maryland that requires national accreditation for teacher education programs by July 1, 2004.

Ms. GRASMICK. That is correct.

Senator BINGAMAN. And the thought is that NCATE will be the accrediting agency, or——

Ms. GRASMICK. At this time, Senator.

Senator BINGAMAN. But if another develops, you are happy to have them be, under this law?

Ms. GRASMICK. No. We will look at that and make sure it meets a standard that is acceptable to us, and then we would certainly welcome colleges and universities engaging in dialogue with us, since we do the certification, as to which organization.

Senator BINGAMAN. And you also say that you support teacher examinations that test subject matter mastery, but you are concerned about Federal legislation setting an arbitrary rate of passage on State teacher certification exams that could have a direct impact on Federal funding for schools and students.

If we try to focus on the outcome, and that is how many of the people who come out of these schools of education are qualified to teach, how does the Federal Government hold schools accountable on that without setting a pass rate?

Ms. GRASMICK. I do not know if you know, Senator Bingaman, that I have not given my testimony yet, but I have an alternative to that. To answer your question specifically, I can speak for Maryland. Since we have passed this requirement on teacher certification and national accreditation, I believe that a recommendation that is viable for Maryland is to look at the Federal role, look at the State role and weave those together. What I am proposing would be that the Secretary of Education in granting the funding would look at the success rate of the students who have matriculated through those institutions and their ability to receive State certification based on the criteria that we set, and that is how the Federal and State roles would be woven together.

Senator BINGAMAN. So you are saying that the Secretary of Education should have authority to withhold funds, and the primary criterion should be whether the State certifies that the school is doing a decent job?

Ms. GRASMICK. Exactly. And it should be published, because I think the public has a right to know.

Senator BINGAMAN. Dr. Payzant, I am sorry I was not here for your testimony. Did you have any thoughts on that last point as to whether there is a problem with us trying to say that whatever test the State wants to use to determine licensing of its teachers, you have got to have a certain percentage of your people pass that test? Is that a problem?

Mr. PAYZANT. I have no problem with the use of a State to determine a filter for literacy or even content knowledge. My concern, as I said earlier, is that either using that or accreditation worries me, because it leaves out of the equation what is another important component for me, which is what teachers are actually able to do when they arrive in the classroom. And no test or even the accreditation approaches that we are using now get to that critical issue.

Senator BINGAMAN. Is there any way for the Federal Government to get at that critical issue?

Mr. PAYZANT. I am encouraged by what I hear from the new group that has come together called TEAC and what they will focus on in terms of their approach to accreditation, which I think will pay much more attention to results and what teachers can do in terms of raising student achievement. And they are talking a lot about that, but they are in the very initial stages of coming together, and that is why I would worry about saying just a single accrediting organization, because as a client who needs the teachers in a large urban school district, I want them to be great on content, but I want them to be able to really yet young people engaged and learning in classrooms. We have got to have both.

Senator BINGAMAN. So you are saying that the accrediting agencies need to be outcomes-focused more than NCATE is today, in your opinion?

Mr. PAYZANT. More outcomes-focused—and so I am not perceived as casting stones, it is the same problem with accreditation of high schools, which have been focused for all too long on the input side of the equation rather than outcomes. And I think that has got to be a part of the accountability equation for higher education institutions, just as it is for elementary and secondary, which I think is right, and I have got to be accountable.

Senator BINGAMAN. Good.

Thank you very much, Mr. Chairman.

The CHAIRMAN. Senator DeWine?

Senator DEWINE. Dr. Payzant, I happen to agree with your last comment, which references what you said at the beginning about clinical work, but how in the world do you measure that? I mean, it is a lot easier to measure content—somebody knows something, or they do not know it, and if we can agree on what the content should be or what the test should be, at least we have some common measurement. How in the world do you measure what is more an art, or you could argue is more an art than a science, and that is ability to communicate and teach to students?

Mr. PAYZANT. I think there is some substantial research about what works, that some teaching practices are better than others, and that it is possible, albeit in a more qualitative than quantitative sense, to get some agreement around what does work in terms of effective teaching. And that should be built into the ac-

creditation or external review process, in my view. Some States are really starting to move in that direction.

I also think—which I mention in my written testimony—that on the "carrot" side of the equation, we do not follow through on what we know to be the value of serious, high-quality internships for teachers who are making the transition from the teacher education program in the academy to the real world of the schools where they are going to be. Incentives that would lead to that kind of expectation would give us a lot better information and data and support for new teachers and knowledge about their training, both from the higher education side and what they are getting from higher education in collaboration with elementary and secondary schools, and an internship or a real, good clinical practice like you would get if you were a medical student in a teaching hospital.

Senator DEWINE. And are you telling us that that is not the norm today, that type of clinical experience that you analogize to the medical profession?

Mr. PAYZANT. The talk is there, but the practice is much more like the old student teacher model that has been around for decades. There are exceptions to that, but I do not see enough movement in that direction where there is serious collaboration of higher education institutions and elementary and secondary, where high-quality experiences in the real setting of schools are provided with the kind of support that teachers in training need, and teachers making the transition to the first year of teaching need.

Senator DEWINE. Do you want to expand on the statement you made earlier in regard to the need to focus on rural education as well as urban education?

Mr. PAYZANT. We all know that we have got a tremendous challenge in the next few years with respect to growing enrollment, more teachers, an aging teaching force and retirement and turnover. Everybody is going to be out there, competing for the best people, and the rural and urban districts that typically serve our most needy students are often at the end of the line in being able to attract the best people.

So part of the carrot in the incentive program—and I think the Federal role is very important here—ought to be to target what we do to encourage and provide incentives for teachers to go to urban and rural school districts and get the kind of training and support from teacher training institutions that will enable them to be successful when they get there.

Senator DEWINE. Thank you very much.

Thank you, Mr. Chairman.

The CHAIRMAN. Thank you, Dr. Payzant. You can stay or leave, as you desire. You will probably not have to race quite as fast to the airport if you leave now.

Mr. PAYZANT. Thank you, Mr. Chairman.

The CHAIRMAN. Dr. Grasmick, please proceed.

Ms. GRASMICK. It is a pleasure to be here, Mr. Chairman and members of the committee. I am the Maryland State Superintendent of Schools, and I do have a passion regarding teacher preparation on behalf of the more than 800,000 students who are in the public schools of Maryland.

I believe Maryland was in the forefront of setting standards for student performance, the students in our public schools, in introducing performance assessments in 1991. What we found was that there was a disconnect between our expectations for our students and what was happening in the teacher preparation programs, and as a result, we worked very hard to create what we have called in Maryland the Teacher Education Redesign Plan.

I have just left a conference to come here which was a convening conference for all the presidents of the colleges and deans of education, and deans of some of the arts and sciences departments in Maryland, to say that there has been a disconnect. We are tracking their progress on the implementation of this teacher education redesign, and we have expectations that they will step up to the plate on accountability for the first time. We have, and they must.

We would not allow doctors to do harm to our bodies or to our children's bodies, but we often allow teachers to do harm to their minds, and people then become very upset by that.

I want to commend you for the aspects of this Higher Education Act, Title II. It will be very facilitating to some of the things that we are doing in Maryland, and I would like to cite just three of those.

One concerns the question that has been asked about the clinical aspect, and that has to do with a system of professional development schools that we have established in Maryland which are a critical component of this teacher education redesign. They are collaborative efforts between the colleges, universities and the public schools. They provide undergraduate or graduate students with opportunities for real internships of 1 year in K-12 schools.

What we are talking about here today is not just CUT scores and assessments. We are talking about some of our most challenging children in our urban and rural schools. These internships insist that these teacher candidates enter the real world of school, that they live in that world of real classrooms, real children and real schools for a period of a year. It is about the application of their knowledge base, and it is about their performance.

We can talk all we want to about raising performance levels, for instance, in the area of reading, but as I survey teachers and wonder why students are not doing better, there is the issue of whether they have ever been taught what a balanced reading approach is, and do they know how to teach phonics. You cannot have a balanced reading approach if you do not know how to teach phonics for the children who need that methodology to learn to read. Sometimes, the university setting is so separated from the K-12 setting that the people teaching there and their view of those real classrooms are so disparate that the kind of information that real teachers need is not taught.

Senator Jeffords, I appreciate the conversations we have had in the past on integrated services for children. As another example, I would say that people in training institutions often do not understand how poor children, children who are at risk, need that range of integrated services and help in social services and education and how that has to be delivered in a real school. I call teachers "brain clinicians," and yet for many years in our institutions of higher education, there has never been any attention to real cognitive re-

search. It is now on the horizon, thanks to the National Institutes of Health.

So the second point I would make is that we have established a formalized K-16 partnership in the State of Maryland. It must be seamless, pre-K to 16, and that is an imperative in the State of Maryland. It cannot be done, as Dr. Payzant and others who have testified today have said, by the education departments alone. It must be done because of the commitment of the entire college or university with particular emphasis on the arts and sciences. We do not have people with enough content mastery, and therefore, we have enormous gaps in the quality of what is being taught to our children—and that is not just at the high school level. You cannot inspire a child to love mathematics and to want to pursue mathematics if you have had a three-credit course in mathematics as an elementary teacher. That is not acceptable. So we must have this seamless system where we enter each other's world with real children in real classrooms.

We have a serious issue around recertification, and we have passed rigorous requirements in Maryland for recertification, having to do with the specificity of the course requirements, the application of that, and the limited time for that recertification.

I do want to say, as I mentioned before in answering the question that Senator Bingaman asked me, that Maryland has passed a law on the requirement for our schools to receive national accreditation. It is important for you to know that NCATE has a requirement for performance-based accreditation that will kick in the year 2000, so it is not either/or now; it is an integrated package.

I will just reiterate again my alternative to Senator Bingaman's amendment, and that is that, given the law we have passed in Maryland, I am not a proponent of that amendment as it is written. I believe that our law as passed serves us well in Maryland, but I do believe it would be appropriate to have the Federal authority recognized by providing the Secretary of Education the requirement that there be criteria to record the institution's success in preparing graduates who meet the State-level certification requirements when making final determinations about funding and to publish that information. And I believe that that clearly defines the appropriate role for Federal intervention in this issue as well as State. So I think it interfaces both.

We join together in supporting continued enhancement of quality in teacher preparation.

Thank you.

[The prepared statement of Ms. Grasmick follows:]

PREPARED STATEMENT OF DR. NANCY S. GRASMICK

Senator Jeffords and members of the Senate Committee on Labor ad Human Resources, I am very pleased to be here today to discuss teacher education initiatives and reforms in Maryland and to comment upon the issues raised in S. 1882. I would like to commend the Committee for including $300 million in the Higher Education Act to support teacher training through grant programs to states and statewide partnerships of higher education, local education, and state agencies. These lands are critically needed to increase the capacity of quality teacher education in the states.

Classroom teachers are probably the single most important element in school reform and improvement. Education reform strategies will produce few lasting results without new and more effective efforts to prepare, recruit, and support teachers of

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high quality. If K–12 students are to meet higher academic standards, then teachers must demonstrate a higher level of performance in the classroom. This issue is even more critical today, as in the next 10 years, we expect that the demand for teachers will continue to grow due to rising enrollments, teacher retirements, and attrition.

Redesign of Teacher Education

Since 1991, the State of Maryland has been involved in a critical review of Maryland's teacher education programs ad the systems which support teacher certification in Maryland. Beginning with a collaborative effort between the Maryland State Department of Education and the Maryland Higher Education Commission and involving representatives from public schools, colleges ad universities, business, government, and the community, the State adopted a report known as *The Redesign of Teacher Education*. Issued in 1995, the Redesign puts forth four essential recommendations which address teacher preparation. The report states, teacher education should:

Provide mastery of: academic content area in both depth and breadth,
Include extensive clinical experience in K–12 schools,
Measure effectiveness through performance-based assessments, and
Connect with K–12 Content standards for student performance.

The major emphases of the recommendations were to strengthen the content preparation of teacher candidates, particularly in math, science and technology, and provide for teacher experience under competent practicing teachers in actual classrooms prior to the issuance of a professional teaching certificate by the State of Maryland. Following the issuance of this report, *The Redesign of Teacher Education*, the Maryland State Department of Education linked approval of teacher education programs to the recommendations in the report. Colleges and universities submitting programs for initial approval and those planning for state review of existing programs now have to document evidence of moving toward lull implementation.

A critical component of the redesign is an extensive clinical internship in a Professional Development School. Professional Development Schools are operated by colleges, universities and public schools collaboratively. These schools provide either undergraduate or graduate students the opportunity for year long internships at a K–12 school. To date, 13 Professional Development Schools are part of a network which receives lands administered by the Maryland State Department of Education. Funding includes grants from the U.S. Department of Education's Dwight D. Eisenhower Professional Development Activities programs, a U.S. Department of Education and Labor Career Connections grant, and a grant from the Maryland Higher Education Commission. Funding also comes from participating schools, school systems, and colleges/universities. Professional Development Schools provide ideal sites for clinical preparation of teacher candidates because this brings together teacher candidates, K–12 teachers and students, and university faculty into one learning community. our ultimate goal is to make Professional Development Schools an integral element of initial preparation programs, and to use them as sites for career long professional development for all of Maryland's public school teachers.

Maryland Partnership for Teaching and Learning

To move forward with the implementation of the Redesign, the State formed the Maryland Partnership for Teaching and Learning K–16. This partnership is an alliance of the Maryland State Department of Education, the Maryland Higher Education Commission, and the University System of Maryland. The Chairmanship of the group is rotated among the three institution heads. The goal of the K–16 partnership is to facilitate a seamless system of education between the public schools and institutions of higher education, allowing Maryland students to move easily and directly from high schools into the state's colleges and universities.

In a bold departure from traditional education reform, the institution heads agree that the education of Maryland's citizens is a shared responsibility of the three institutions. The three institutions share: a sense of urgency to increase student achievement K–16; a belief that bold educational leadership is required; and a vision of the strength of collective strategies. The partnership recognizes that schools must have rigorous standards and that higher education has an obligation to prepare teacher candidates who have the knowledge, skills, and abilities to teach in tomorrow's classroom.

Schools must have the high standards needed for our students to develop and adapt to an increasingly technological world, preparing all students for work and life-long learning. Higher education must take seriously its obligation to educate new teachers who have the knowledge, skills, and confidence to teach in tomorrow's classrooms and together in partnership with local school systems engage in the continuous professional development of teachers. General education experiences in higher education institutions must prepare our future leaders by instilling an understanding of technology, an appreciation of the arts and humanities, and a pro-

found respect for diversity. Academic majors must link requirements with career expectations. Businesses must be engaged in the development of standards and curriculum throughout K–16 education that give students the knowledge and capabilities they will need to adapt to a workplace that is changing at an extraordinary rate. Businesses must also provide meaningful jobs that enable students to use these skills, instill and affirm an ethic of life-long learning in their workforce, and actively support their employees in their educational goals. State and local government officials must thoughtfully allocate resources to ensure that the are used in the most effective way possible to achieve these goals and remove policy and legal barriers to the collaborations necessary to attain them. Further, all must bear responsibility for ensuring that our students are prepared to accept their responsibilities as citizens and as active participants in the social, cultural, and political life of our State, nation, and the world.

Acting individually, these partners could not achieve any of these goals. The most critical task of the Partnership is to foster opportunities for members to establish comprehensive and substantive collaborations that enable all stakeholders to engage in the far-reaching changes needed in our education system.

A critical outgrowth of this partnership is that the deans and directors of teacher training programs and local school superintendents have formally come together under the K–16 Partnership to address their mutual concerns and develop cooperative implementation plans to prepare teachers. This is a first for Maryland and promises to result in a much closer relationship in our teacher preparation efforts.

Changes in Teacher Licensing and Testing

In 1995, following the issuance of the Redesign, Maryland instituted a performance-based teacher licensure system. Previously, a standard professional certificate was issued for 10 years, and the renewal of this certificate was not linked to classroom performance. Through state regulation, the State Board of Education has devised a graduated system which requires teachers to have basic skills, content knowledge, and knowledge of pedagogy prior to issuance of a standard professional certificate. Once a teacher begins teaching, annual performance assessments are required. her three years, teachers can move to the next level assuming that assessments are satisfactory, additional credits earned, and a professional development plan is in place. For the next level, which may last as long as seven years, annual teacher performance assessments and continuing professional development continue to be required. Teachers then move on to an advanced professional certificate which is renewable every five years. These teachers also must demonstrate at least satisfactory performance and completion of continuing professional development.

The Maryland State Board of Education is also making changes in the examination required for teacher certification. Currently, Maryland is moving to phase out requirements for passing the National Teacher Exam and instead require that teachers pass tests known as PBS I and II. These tests measure basic skills and knowledge in reading, writing and mathematics; skills and knowledge in a teaching content area; and content-related teaching methods.

In Maryland, we are also making one other very significant change in teacher education. For the past several years, I have been very concerned about both State and national reading scores. We are now undertaking a major effort to require both prospective and current teachers to take reading courses as part of their preservice or continuing education so that all teachers will be knowledgeable about the available reading strategies to improve the literacy skills of all students.

National Initiatives Impact Maryland Actions

In 1996, the National Commission on Teaching and America's Future issued their report entitled *What Matters Most: Teaching for America's Future*. This reports offers what we believe is the single most important strategy for achieving America's educational goals: A blueprint for recruiting, preparing, and supporting excellent teachers in all of America's schools. The plan is aimed at ensuring that all communities have teachers with the knowledge and skills they need to teach so that all children can learn, and all school systems are organized to support teachers in this work. A caring, competent, and qualified teacher for every child is the most important ingredient in education reform. The Commission offers five major recommendations to address these concerns and accomplish their goal. The recommendations are:

Get serious about standards for both students and teachers.
Reinvent teacher preparation and professional development.
Fix teacher recruitment and put qualified teachers in every classroom.
Encourage and reward teacher knowledge and skill.
Create schools that are organized for student and teacher success.

Maryland has joined with a select group of states (Georgia, Illinois, Indiana, Kansas, Kentucky, Maine, Missouri, Montana, North Carolina, Ohio, and Oklahoma)

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who have formed a partnership with the National Commission on Teaching and America's Future to pilot efforts to make all of the Commission's key recommendations converge in a coherent statewide policy framework. States in this network meet periodically to share strategies, programs, and experiences toward pursuing a teacher development agenda linked to K–16 school reform and standards initiatives.

To further encourage teachers in their quest for excellence, in 1997, the Maryland General Assembly passed a bill which would enable teachers who hold a baccalaureate degrees; have taught successfully for three years; and who are state certified to receive some state and local financial support if they pursue national teaching certification under the aegis of the National Board for Professional Teaching Standards. The legislation recognizes the National Board for Professional Teaching Standards as a high quality method of assisting teachers in their professional development and in their efforts to promote superior performance among their students.

Another critical element in ensuring quality teachers is to ensure that schools of education provide the strongest possible training. The State concurs with the National Commission on Teaching and America's Future which strongly recommends that all teachers be prepared in a nationally accredited institution of higher education. At the current time, the only national accreditation organization for the profession of teaching is the National Council for Accreditation of Teacher Education (NCATE). Accreditation through NCATE assures the public that accredited schools of education have undergone rigorous external review by professionals; that teacher candidate performance in these schools was thoroughly assessed throughout the preparation program prior to state licensure; and that programs in these schools met standards set by the teaching field at large, including classroom teachers.

This year the Maryland General Assembly passed a bill which requires national accreditation for teacher education programs by July 1, 2004. Waivers for small teacher education institutions may be granted by the state superintendent of schools only under very defined circumstances. We believe this state legislation offers a cost effective method of ensuring the quality of teacher preparation programs. We strongly support a system which encourages a rigorous curriculum for teacher preparation. We also support teacher examinations which test subject matter mastery. However, we would be concerned about federal legislation which sets an arbitrary rate of passage on state teacher certification examinations that would have a direct impact on federal funding for both schools and students. Rather than an arbitrary trigger, we would recommend leaving such decisions up to states as each state may use different assessments, test different subject areas, and set different passing scores. We would not want to penalize a state which set a higher standard for passing state teacher certification examinations.

When a state determines that it is committed to raising the quality of teaching, it is wise to invest in the preparation of teachers and to protect that investment through national accreditation. Maryland makes that commitment. As we raise the standards for students,' we also raise the standards for teachers. Only by combining these reforms, do we assure the best education for our children.

The CHAIRMAN. Thank you very much. I have enjoyed working with you and admire what you are doing.

I will tell you and all present that we will be having more hearings this summer, because we have the reauthorization of the Primary and Secondary Education Act next year, as well as Goals 2000.

I would just ask you to comment on my question about what you are doing with respect to some of those things that are built into our structures, like a long summer vacation and perhaps shorter school days, a lack of emphasis on homework and things like that. Are these areas that you are looking at?

Ms. GRASMICK. Absolutely. As you may have read in the paper, given our accountability system, we have determined that Baltimore City was an area that had to be totally restructured. Every elementary school in Baltimore City has an extended learning day program associated with it, because we do believe that structured instructional time and reinforcement time must be increased. So that every, single elementary school in the City of Baltimore now has an extended learning day.

In addition to that, may of our school systems are pursuing—I just visited one on the Eastern shore—an extended year program, so that students will be attending school for an additional 4 weeks during the summer. And, although it is optional at this point, the participation that began last year is very robust and is actually anticipated to increase this coming year.

We have also given incentive grants to six jurisdictions in the State of Maryland—we only have 24 school systems—to look at the issue of year-long schooling because of this concern about retention or lack of retention given the hiatus of learning for many of our children. So we will be interested in the results of that kind of an examination in those six major jurisdictions in the State of Maryland.

The CHAIRMAN. That is encouraging, because I cannot believe it does not have a substantial impact, and as I said, we will be having hearings on those aspects.

I want to thank you, and I will be in touch with you. You are close by, so we can pick your brain more. I do know that we have moved into the lunch hour, and at this time—I love this time, because there is no one else here, and I can make all sorts of unanimous consent requests with no fear at all—anyway, I would ask unanimous consent that the statement and questions of Senator Frist be entered into the record as well as Senator Kennedy's statement. Without objection, that will be done.

[The prepared statements of Senators Frist and Kennedy follow:]

PREPARED STATEMENT OF SENATOR FRIST

The issue before us today is teacher preparation. I think it is evident by S. 1882, the Higher Education Amendments of 1998, which unanimously passed this committee, that we are committed to improving teacher quality. The committee has adopted a two-pronged aggressive strategy to address this issue. Specifically, through Teacher Quality Grants and Teacher Training Partnerships Grants, the committee repealed all unfunded teacher programs and replaced them with a very comprehensive package.

It is important for members of this committee to have an understanding of the ramifications of the proposed amendment by Senator Bingaman—especially since it would establish a rather unprecedented approach of linking performance outcomes to federally funded student aid. Institutions of higher education in Tennessee have expressed concerns that this approach may lead to the slippery-slope of tying performance outcomes with Federal student aid for all disciplines, not just for departments of education.

I have some reservations in terms of the provision to require a 75 percent passage rate on the first attempt on the State licensure examinations. I am glad that the committee adopted provisions in S. 1882 which encourage States to have more rigorous State licensure examinations I would hate for these efforts to be compromised by a watering down of the test so that student aid is not jeopardized.

Currently in Tennessee, 43 percent of our teacher education programs are NCATE accredited including Middle Tennessee State University which has produced more teachers in the State of Tennessee than any other institution. I know that many States are

moving toward requiring education schools to become NCATE accredited. Mandating this provision from the Federal level raises many important questions that need to be addressed.

I believe that our teachers must be equipped with the necessary skills to instruct our Nation's children. I look forward to continued discussion on this issue.

PREPARED STATEMENT OF SENATOR KENNEDY

I want to thank the Chairman for convening this important hearing on one of the most important points of education reform—teachers and teacher training.

We all agree that good schools need good teachers, and there is clearly a Federal role to play in the national movement to strengthen all aspects of teaching, especially in the key areas of recruiting more teachers and training better teachers.

Today's hearing will give us valuable information about what defines a quality program for teacher training. We want to encourage innovation in teacher training, particularly training in the classroom by experienced teachers. Massachusetts has just initiated a two-part State test that will be required of all new teachers. The basic test will include core teacher skills in communication and literacy. Sixteen tests on separate subjects will cover the various certification areas. The State will set the qualifying score in this innovative step to attract and certify high quality teachers.

I'm delighted that Tom Payzant, Superintendent of the Boston Public School System, is one of our witnesses. Tom's broad experiences at both the Federal and local level may well be unique in the country and I look forward to his testimony.

We'll also hear from witnesses representing higher education, and from State and local education leaders. Our goal is to explore the appropriate Federal role in providing the support the country needs in this vital aspect of education. Thank you very much.

The CHAIRMAN. I want to thank all of you who have attended this hearing because, as I indicated—and I know I speak for Senator Bingaman as well—we feel very frustrated on the Goals 2000 panel on which we are Senate representatives. The panel meets time after time and we see no improvement, and we know that the Nation's future depends upon us working with the schools. I must say candidly that I am not in agreement with Senator Bingaman's amendment in its present form, but I think it did heighten the interest in, and understanding of, an area of great need which we have got to concentrate on. Nothing will improve until things change in the classroom, and we have seen little change. Evidence shows that there has been very little change in the classroom with respect to the goals that we have established, so we must continue to push that.

It is frustrating. I know it is frustrating for those of you who are involved on the front lines, but for those of us who have national responsibilities we not only feel frustrated but we feel like we are failing. And I hate to be a failure, so I am going to do everything I can to make sure I am not, and you are not, and we are not.

[Additional material submitted for the record follows:]

PREPARED STATEMENT OF THE NATIONAL EDUCATION ASSOCIATION

Chairman Jeffords and members of the committee: The National Education Association (NEA) represents more than 2.3 million teachers and other education employees in America's public elementary, secondary, vocational, and postsecondary schools. We appreciate this opportunity to present our views on a goal that is directly connected to improved student learning and achievement: ensuring a qualified teacher in every classroom. This goal is a top public policy priority of the NEA, and we believe that the reauthorization of the Higher Education Act should include specific steps to address remaining challenges in this arena.

Achieving the goal of quality teaching requires a quality assurance system that covers every stage in a teacher's career. The NEA has joined with the National Commission on Teaching, the National Council for the Accreditation of Teacher Education (NCATE), the National Board for Professional Teaching Standards, the Independent Standards Boards, and Holmes Partners, in using a six-dimension framework for defining teacher quality which is known as the Teacher Development Continuum. The six dimensions are:

- Teacher Recruitment;
- Teacher Education (Schools of Education) Accreditation;
- Teacher Preparation, University/School Partnerships;
- Licensure and Professional Standards;
- National Certification; and
- Professional Development.

High standards for teaching begin with quality teacher preparation. In this key area, the Education School Accountability Amendment proposed by Senator Bingaman (D-NM) makes several positive proposals, and we believe that we can and should go even further to assure quality teaching and learning in every public school classroom. When teacher preparation is consistently held to the highest possible standards, the bottom line will be a better education for America's children.

Minimum Pass Rate

Senator Bingaman has proposed an important new accountability measure: In order to access Title IV Student Assistance funds, schools, colleges, departments, and programs that prepare teachers for state licensing as elementary or secondary teachers must, within four years, achieve a minimum pass rate on state licensing exams of 70 percent by teacher education students.

The minimum pass rate proposal represents an important step in the right direction, and NEA believes that the standard should be even higher, raising the pass rate above the proposed 70 percent. It is vitally important for federal education policy to reinforce a commitment to accountability and quality assurance on the part of institutions that receive federal funding.

Raising these standards will help improve the quality of teacher preparation in all institutions that receive federal help—including colleges and universities that prepare minority teachers. Higher standards will benefit minority teachers and minority students alike. To help meet the new standards, NCATE provides a Technical Support Network to assist historically black institutions—where nearly half of African-American student educators are enrolled—in delivering quality teacher education programs.

Data Collection and Reporting

The Education School Accountability Amendment also provides for public dissemination of information concerning a range of indicators, including examination scores, the number of teachers on emergency waivers, and the number of teachers who are teaching outside their field of preparation. This would provide essential information for those who make accreditation, licensure, and hiring decisions. It will provide pressure for teacher preparation programs to produce quality graduates, and for local education agencies to hire fully certified teachers who are assigned by subject and grade level certification.

NEA strongly supports this disclosure provision of the Bingaman amendment. The dissemination of this information to the public is another crucial measure to assure accountability.

Flexibility

While holding teacher education institutions to a higher performance standard, the Education School Accountability Amendment also includes a measure of flexibility. The amendment builds in a period of adjustment for any state that makes its licensing examination significantly more rigorous, thus making it more difficult for students to pass. Therefore, for a five-year period after the state raises the minimum passing score, the pass rate requirement will be reduced to 50 percent.

This provision is designed to address the problem that the process for evaluating teacher candidates in many states is simply not rigorous enough. To the extent that

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this evaluation process is limited to examinations that determine skill levels, it is also too narrow. An effective evaluation of teacher candidates must also include a process that measures performance: what a teaching candidate knows and can do. Only by developing a performance-based yardstick will we be able to determine how well a candidate will actually work with students in the classroom.

National Academy of Sciences Study of Accreditation

The proposed Bingaman amendment also calls for a very valuable new piece of research: a study to be conducted by the National Academy of Sciences that would document the connection between accreditation and the quality of teaching candidates.

NEA believes that such a study would support the important role of accreditation in quality teacher preparation. NCATE, the accreditation organization recognized by the Department of Education, challenges colleges of teacher education to prepare teachers who will measure up to demanding new standards and a performance-based quality assurance process. We believe that a national study will bolster earlier findings that indicate that NCATE accreditation makes a significant difference in the quality of teacher candidates, the future of the profession, and in the learning and achievement of all students.

Additional Recommendations

While the Bingaman amendment opens an important area for public policy, much more must be done to bolster quality assurance in the preparation of America's teachers. The following are some positive steps:

- Creating performance-based systems of teacher licensing, advanced certification, and education programs that reinforce each other and are linked to what research shows about both effective teaching and student standards.
- Creating extended programs of teacher preparation that include a year-long internship in a local public school that serves as a professional development school, mentoring for new teachers, and sustained professional development for veteran teachers to refresh and renew their skills.
- Addressing the teacher recruitment challenge by streamlining hiring procedures, eliminating barriers to mobility, providing incentives for teaching in areas or fields where teachers are scarce, and smoothing the transition for those choosing teaching as a second career, while still holding to rigorous state certification standards.
- Reorganizing schools into settings where teachers can teach and students learn—effectively.

NEA believes that our nation will reach the goal of a qualified, certified teacher in every classroom by strengthening our commitment to accountability and quality assurance. Important steps forward can and should be taken within the context of the Reauthorization of the Higher Education Act, and we urge support for these positive provisions.

The CHAIRMAN. Thank you all very much. The hearing is adjourned.

[Whereupon, at 12:46 p.m., the committee was adjourned.]

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